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EDUCATIONAL ADMINISTRATION AT  
DIFFERENT LEVELS**

PART I - Educational Administration at Central level

Part II - Educational Administration at State Level

### Part III - Educational Administration at Local Level

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## EDUCATIONAL ADMINISTRATION AT DIFFERENT LEVELS

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### Introduction

This chapter deals with the structure and development of educational administrative machinery at different levels.

The chapter has been divided into three parts :

Part I : Educational Administration at Central Level

Part II : Educational Administration at State Level, and

Part III: Educational Administration at Local Level

It gives the detailed account of how these educational authorities developed, its origin, structure, administration and control through the recommendations from Wood's Despatch (1854<sup>8</sup> to Kothari Commission (1966) in the proceeding sections of this chapter.

In the British period there was no division of educational responsibility between the Central Government and the State Government at legislative bases (or legal base), but soon after the independence, the first Act was passed in 1950, to give a new Constitution to the country. A number of important provisions which have direct or indirect bearing on education have been included and the role of the Government of India, the State Governments and Local Authorities were given in the Constitution and also 'an important administrative issues dealt with in the constitution refers to the division of educational responsibility

between Government of India and the States.<sup>1</sup>

The Constitution of India did not envisage an overall change in the administrative policy of education in the country, and education continues to be the prime responsibility of the State Governments, because a vast country like India with her immense local diversities, education should largely be the responsibility by the State Governments and local authorities, except for a few special aspects specified in the Constitution about the role of the Centre in education. However, education is administered by three distinct bodies, viz. (i) Government of India, (ii) State Governments and (iii) Local Authorities.

It is necessary to understand the role of these bodies in educational development of the country.

The Constitution makes education a State subject (Entry 11 of List II, the List of State functions) except for (i) Education in Union Territories and centrally administered areas (which is a direct responsibility of the Government of India) and Entries 63, 64, 65 and 66 of list I (the list of central functions) and Entry 25 of List III (The list of concurrent functions of the centre and the State). These Entries are the following :

'List I - List of Union Functions :

63. The institutions known at the commencement of this constitution as the Banaras Hindu University, the Aligarh Muslim University and the Delhi University, and any other institution

<sup>1</sup>S.Nurullah and J.P.Naik : ~~A Students'~~ History of Education in India, (1800-1961), Macmillan and Co., Ltd., Bombay 1962, p. 368.

declared by Parliament by law to be an institution of national importance.

64. Institutions for scientific or technical education financed by the Government of India wholly or in part and declared by Parliament by law to be institutions of national importance.

65. Union agencies and institutions for -

- (a) Professional, vocational or technical training including the training of police officer; or
- (b) the promotion of special studies or research; or
- (c) Scientific or technical assistance in the investigation or detection of crime.

66. Co-ordination and determination of standards in institution of standards in institutions for higher education or research and scientific and technical institutions.

List II - List of State Functions :

11. Education including universities, subject to the provisions of entries 63, 64, 65, 66 of List I and Entry 25 of List III.

List III - List of Concurrent Functions :

25. Vocational and technical training of Labour.<sup>1</sup>

'Though the Constitution has clearly defined the responsibilities of the Centre and the States, it has empowered Parliament to transfer any subject from the State List to the Concurrent List. The granting of such power gives ~~enue~~ endge on endge to the Centre over the States.'<sup>2</sup>

<sup>1</sup>S.Nurullah and J.P. Naik : A Students' History of Education in India (1800-1961), Macmillan and Co. Ltd., Bombay, 1962, p.368.

<sup>2</sup>D.M.Desai, Outline of Educational Administration in India A.R.Sheth and Co., Bombay-2, 1964, p.4.



The next sections are going to deal with educational administration at different levels.

## PART I

### EDUCATIONAL ADMINISTRATION AT CENTRAL LEVEL

#### Section I

#### 1. Introduction

As stated in the introduction chapter that development of educational administration is linked with the social and political structure in the British India. Similarly the development of educational administration in other words is a complex process which reflects the historical forces according to their political need arising at different periods or time to time. So the development of the Ministry of Education in India is not sudden but gradual through the ordinances, orders, circulars, regulation and acts passed by the British rulers and after independence from 1854 to 1966.

Present Central Education Ministry has not come into existence through the ~~ee~~ recommendations of any Commissions and committees, but the commissions and committees only suggested the improvement and addition in the organisational structure in the education department.

#### 2. Sources

The important data of this chapter <sup>are</sup> is collected from the following sources :

1. Wood's Despatch of 1854
2. The Montague-Chelmsford Reform 1918
3. Indian Statutory Commission's Interim Report 1928  
(Known as Horthog Report),
4. The Post-War Educational Development in India - 1944  
(Sargent Committee Report, or CAGE Report),
5. The Constitution of India - 1950,
6. The Kothari Commission - 1966 (Kothari Commission), and
7. Quinquennial Reviews - Government Publications, Journals and Books related to the educational administration.

### 3. Periodical Organisation of the Chapter

The chapter is divided into five parts according to the historical developments. They are as follows :

- (i) 1854 to 1900 - Wood's Despatch to Lord Curzon,
- (ii) 1900 to 1921 - Lord Curzon to Montague Chelmsford Reform
- (iii) 1921 to 1935 - Montague - Chelmsford to the Government of India Act, 1935.
- (iv) 1935 to 1947 - The Act, 1935 to Independence upto
- (v) 1947 to 1966 - Kothari Commission - 1966.

In this chapter no attempt has been made to deal with the development of educational administration at State level and Union Territories. It only deals with the development of educational administration at central level. The next Section is going to deal with the historical development of the Ministry of Education at the Centre.

### 4. Historical Development

The administration machinery at the Centre was not created till 1900 Lord Curzon who created the post of the Director of General

of Education at the headquarter of the Government of India in 1901. But 'Education became a subject in the list of official business for the first time in 1823 when a General Committee on public instruction was appointed for Bengal and as the system of education then contemplated was essentially, oriented<sup>al</sup>, this <sup>? oriente</sup> subject was assigned to the Persian Secretary in the Political Department. In 1830, the post of the Persian Secretary was abolished and the subject was transferred to the General Department, although affairs relating to education in the princely states continued to deal with in the political Department, 1843, the General Department was designated the Home - Department.<sup>1</sup> But there was not any separate branch set-up for education. It was only in 19<sup>8</sup>57 that a separate Education Branch was created under the Home Department to deal exclusively with education according to the recommendations of the Wood's Despatch in 1854. The Despatch recommend/that, 'we desire to express to the present Boards and Councils of Education our sincere thanks for the manner in which they have exercised their functions, and we still hope to have assistance of gentlemen composing them in furtherance of a most important part of our present plan; but having determined upon a very considerable extension of the general scope of our efforts involving the simultaneous employment of different agencies, some of which are now wholly neglected, and others but imperfectly taken advantage of by government, we are of opinion that it is advisable to place the Superintendence and direction of education

<sup>1</sup>Year Book : The Indian Year Book of Education 1964, Second Year Book, Elementary Education, NCERT - New Delhi, 1964, p.3.

upon a more systematic footing, and we have, therefore, determined to create an Educational Department as a portion of the machinery of our governments in the several presidencies of India. We accordingly propose that an officer shall be appointed for each presidency and Lieutenant Governorship, who shall be specially charged with the management of the business connected with the education and be immediately responsible to Government for its conduct.<sup>1</sup>

As a result of the recommendations of the Wood's Despatch as (above mentioned), the Departments of Public Instruction were created in the provinces and an Education Branch set up in the Home Department in 1857. After 1857 due to the creation of the Universities of Bombay, Calcutta Madras and the establishment of the Departments of Public Instruction in all provinces the work relating to the education enormously increased and also in order to secure uniformity in the system of education in all the territories directly administered in India. So due to these reasons, 'in 1861, that all educational matters which then had been dealt with the Political Department, should also be transformed<sup>erred</sup> to the Home Department. In 1879, the Home Department was amalgamated with that of Revenue and Agriculture... This arrangement continued till 1881. When, in compliance with the recommendations of the Famine Commission, the Home Department was again separated<sup>se</sup> from that of Revenue and Agriculture.'<sup>2</sup>

<sup>1</sup>Year Book : The Indian Year Book of Education 1964; Second Year Book, Elementary Education; MCERT, New Delhi-1964, p.3.

<sup>2</sup>M.R.Paranjape : A Source Book of Modern Indian Education, (1792 to 1902), Macmillan and Co. Ltd., Bombay, 1962, 1938, p.79. (Wood's Despatch of 1854 - Para 17).

Actually prior to the 19th century, the Government of India had not established an independent educational administration machinery like the present at central level, though it was advocating an all India policy of education. And even there was not a full time educational advisor to the Government of India.

As a result of the new educational policies initiated by Lord Curzon, rapid expansion took place, and the need of expert technical advice in education at the Government of India level was also felt, and even in 1900, the Secretary of State drew the attention of the Government of India to the necessity for the continuation of Government control, guidance and assistance in higher education.<sup>1</sup> So the post of a Director-General of Education was created at the Centre, and 'Lord Curzon appointed a Director-General of Education at the Centre. He was attached to the Home Department,<sup>2</sup> who was to be an educationist and not a civilian and whose primarily duty was to advise the Government of India on all educational matters. As the creation of this post as justified by the Lord Curzon in his speech as quoted by Prem Kipal, ' My last topic is the desirability of creating a Director-General of Education in India, upon this point, I will give my opinion for what they may be worth. To understand the case we must first realise what the existing system and its consequences are. Education is at present a sub-heading of the work of Home Department, already greatly overstrained. When questions of supreme educational interest

<sup>1</sup>Report : Indian Statutory Commission, Interim Report of the Indian Statutory Commission (Hartog Report), Calcutta, Govt. of India Central Publication Branch, 1929, p.13.

<sup>2</sup>S.N.Mukerji : Education in India - Today and Tomorrow, Acharya Book Depot, Baroda, Fifth Edition, 1964, p.16.

are referred to us for decision, we have no expert to guide us, no staff trained to the business, nothing but the precedents recorded in our files to fully back upon. In every other department of scientific knowledge - sanitation, hygiene, forestry, minerology, horse-breeding, explosive - the government possess expert advisers. In education, the most complex and the most momentous of all, we have none. We have to rely upon the opinions of officers who are constantly changing, and who may very likely never have had any experience of education in their lives. Let me point to another way very likely never have had any experience of education in their lives. Let me point to another anomaly under the system of decentralisation that has necessarily and, on the whole, rightly been pursued. We have little ideas of what is happening in the provinces, until, once every five years, a gentleman comes round, writes for the Government of India, the Quinquennial Review, makes all sorts of discoveries of which we know nothing and discloses shortcomings which in hot haste we then proceed of redness. How and why this systemless system has been allowed to survive for all these years it possess my wit to determine. Now that we realise it, let us put an end to it forever. I do not desire an Imperial Education Department, packed with pedagogues, and crushed with officialism. I do not advocate a Minister or Member of Council for Education. I do not want anything that will turn universities into a Department of the State, or fetter the college or schools with bureaucratic handcuff. But I

do want some one at headquarters who will prevent the Government of India from going wrong, and who will help us to secure that community of principle and aim without which we go drifting about like a deserted bulk on chopping seas. I go further, and say that the appointment of such an officer, provided, that he be himself an expert and an enthusiast will check the peril of narrowness and parochy, while his custody of the leading principles of Indian Education will prevent these vagaries of policy and sharp revulsions of action which distract our administration without reforming it. He would not issue orders to the local governments; but he would be to advise the Government of India. Exactly the same want was felt in America, where decentralisation and devolution are even more keenly cherished, and had been carried to greater lengths, than here; and it was met by the creation of a Central Bureau of Education in 1867, which has since then done invaluable work in coordinating the heterogeneous application of common principles. It is for consideration whether such an official in India as I have suggested should, from time to time, summon a representative committee or conference, so as to keep in touch with the local jurisdictions, and to harmonise our policy as a whole.<sup>1</sup> (Lord Curzon in India, Vol. II, pp. 54-6)

According to the suggestion of Lord Curzon in 1901, the post of the Director General of Education was created. As described in the Review of 1897 to 1902, that 'The Government of India

<sup>1</sup>As quoted by Prem Kirpan (Editor) : Educational Studies and Investigations, Vol. I, NCERT, No. 565, 1962. P. 4.

are assisted by an advising officer styled the Director-General of Education, the appointment is recent creation and the first holder arrived in India in March 1902.<sup>1</sup> And as in Hartog Committee report given the situation upto 1920 - at the central level, about the position of educational administration the report described that, 'Lord Curzon then appointed a new officer Mr. Organe, to be Director-General of Education, at the headquarter of the Government of India to see that the new energy suddenly infused into the system was well maintained and well-directed towards the chosen ends. Lrd Lord Curzon left India in 1904, and Mr. Orange left in 1909. In 1910, Lord Minto and Lord Morely took steps to improve the organisation of the Government of India by transferring education from the Home Department to a new Department of Education, the main duties of which were to control the development of education and local self-government. The member in charge of the new Department was Sir Harcourt Butler, who was succeeded in turn by Sir Sankaran Nair in 1915, and by Sir Muhamand Shafi, in 1919. The first Secretaries in the Department were the late Sir Ludovic Porter, I.C.S., who was in charge of Local Self Government, and Mr. (Now Sir Henery) Sharp, I.E.S., who was in charge of education. In 1915, when Sir Edward Maclagen, I.C.S., was appointed Secretary, Mr. Sharp accepted the new post of Educational Commissioner. In 1921 Mr. Sharp again became the secretary and Mr. J.A. Richey, I.E.A., was appointed the Educational Commissioner.'<sup>2</sup> As pointed out in the above paragraph that Lord Minto and Lord Morely took steps in 1910.

<sup>1</sup>Report : Indian Statutory Commission, Interim Report of the Indian Statutory Commission (Hartog Committee), Calcutta: Govt. of India, Central Publication Branch, 1926, p. 273. para 15.

<sup>2</sup>Review : Progress of Education in India - 1897-98-1901-02, Vol. I, Calcutta, Office of the Superintendent, Government Printin India, 1904, p. 15.



to improve the organisation of the Government of India, and they separated Education Department from the Home Department, a new Department of Education independently functioning was created. This department also dealt with the such subjects as sanitation, and ecclesiastical matters, the main duties of the Education Department were to control the development of education and local self-Government. The Department of Education <sup>was</sup> ~~is~~ conducted on the system which prevails generally throughout the public services. In each province it is administered by the Local Government and the general control of imperial policy lies with the Government in the Home-Department.

Even in 1915 the Bureau of Education established under the Department of Education. The main functions of the Bureau of Education were 'to collect educational data from the provinces and to public<sup>sh</sup> periodical reviews on the progress of education in the country the clearing house functions,<sup>1</sup> e.g. to circulate valuable information regarding educational<sup>l</sup> in India and elsewhere, and to build up an educational library. Long back in 1882 the Indian Commission recommended that the Central Government should bring out Quinquennial Reviews on the progress of Education in India. 'Consequently, the first Quinquennial Review on the progress of education in India was published in 1886-87 and subsequent reviews were brought out in 1891-92, 1896-97, 1901-02, 1905-06, 1911-12, 1916-17 and 1921-22. Annual reviews

<sup>1</sup>Prem Kirpal (Editor) : Educational Studies and Investigation. NCERT, New Delhi, No.565, Vol. II, 1962, p.4.

of education were also published from 1913-14 onwards, in all years in which the quinquennial reviews were not published.<sup>1</sup>

As pointed out earlier that an independent Department of Education was created at the Centre in 1910, and the 'Viceroy's Executive Council' was enlarged with the addition of the Member for Education. But the post of the Director General was abolished. However in 1915, the post was revived under the changed designation and the officer in charge was to be the thereafter styled as the Educational Commissioner.<sup>2</sup> The incharge of this portfolio was the member of the Indian Educational Services.

So till 1919, the Government of India continued to function as a Federal Government with five distinct functions which came to be recognised as the functions of :

- '(i) Policy making,
- (ii) Clearing house of information
- (iii) Research and Publications,
- (iv) Co-ordination, and
- (v) Financial assistance.<sup>3</sup>

Only the day-to-day administration of education was delegated to the Provincial Governments between 1870 and 1921. And due to the above mentioned <sup>functions of the Government</sup> of India endeavoured to exercise considerable influence and even control over educational policy in India as a whole. During the 1900-1921, the Government of India had appointed several committees, commissions, e.g. the Indian Universities Commission (1902), the Indian Universities Act 1904, and the Calcutta University Commission 1917-19.

<sup>1</sup> S.N. Mukerji : Administration in India - Today and Tomorrow, Acharya Book Depot, Baroda, 1964, p.16.

<sup>2</sup> Ibid, p.5

<sup>3</sup> Prem Kirpal : Educational Studies and Investigations, Vol.I, NCERT, New Delhi, 1962, No.565, p.6.

summoned conferences, issued circulars, and published several resolutions on educational policy, e.g. educational policy of 1904, and 1913, etc. This shows that, 'Thus the Government of India was keenly alive to the need of an all India policy in the matter of public education.'<sup>1</sup>

But in 1919 the educational administrative set up was changed due to the inauguration of Montague-Chelmsford Reforms in 1919, and following the Act of 1919, the position was completely changed, 'all control and responsibility for provincial education was transferred to the newly created provincial Ministers of Education.'<sup>2</sup> And the basic idea underlying the Act (1919) was that the Government of India ~~and~~ should continue to be responsible to the Secretary of State for India and that the functions of the provincial Government should be divided into two parts being administered with the help of Executive Council and was responsible to the Secretary of State (I.E.S.) through the Government of India and transferred part being under the control of elected Ministers. According to this decision, the Government of India should have little control or no control over the transferred departments, because the Ministers could not be simultaneously responsible to the Government of India as well as to their elected legislature. As pointed out <sup>by</sup> ~~in~~ the Nurullah and J.P.Naik that, 'there was considerable opposition to transfer of the entire control of education to Indians and that several difficulties were put forward.'<sup>3</sup> ~~The policy of retrenchment was further responsible for combining the Department of Education and Health in the Govt. of India with the Dept. of Revenue &~~

<sup>1</sup>S.N.Mukerji : History of Education in India, Acharya Book Depot, Baroda, 1961, p.228.

<sup>2</sup>Journal : NIE Journal, Bi-Monthly by National Institute of Education; Vol. II, No.2, 1967, p.5.

<sup>3</sup>S.Nurullah and J.P.Naik : A Students' History of Education in India, Macmillan and Co., Bombay, 1962, p.274.

Due to these controversies the whole of the Education Department was transferred to Indian Ministers, at provincial level, excepting for the following few reservations :

1. The Banaras Hindu University and such other new universities be declared to be all-India by the Governor-General-in-Council were excluded on the ground that these institutions were of an all-India character and had better be dealt with by the Government of India itself;
2. Colleges for Indian Chiefs and educational institutions maintained by the Governor-General-in-Council for the benefit of members of His Majesty's Forces or other public servants, or their children were also excluded on the ground that these institution ought to be under the direct control of the Government of India and
3. The education of Anglo-Indians and Europeans was treated as a provincial but a reserved subject.

The authority to legislate on the following subjects was reserved for the central legislature, mainly with a view to enabling the Government of India to take suitable action on the report of the Calcutta University Commission :

- (a) Questions regarding the establishment, constitution and functions of new universities;
- (b) Questions affecting the jurisdiction of any university outside its province; and
- (c) Questions regarding the Calcutta University and the reorganization of secondary education in Bengal (for a period of five years only after the introduction of the Reforms).<sup>1</sup>

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<sup>1</sup>S.Nurullah and J.P.Naik : A Students' History of Education in India (1800-1961), Macmillan and Co., Ltd., Bombay, 1962,p.275.

1919

So the Montague-Chemsford Reforms implemented diarchy or double rule in provincial administration was introduced. As mentioned above that the administration of education divided into two parts - the Reserved and the Transferred. The head of a province used to administer the reserved subjects with the help of the Executive Council and was directly responsible to the Secretary of State through the Government of India. The Administration of the transferred subjects was handed over to the Indian Ministers elected by the legislature. †

But the administration of education in the Centrally Administered Areas were<sup>1</sup> retained under the Government of India control, the areas were, 'the N.W. Frontier Province, Baluchistan, Delhi, Ajmer-Nerwara, Bangalore, Coorg, Secunderabad and Aden.' The Government of India also dealt the central universities and certain all-India educational or research institutions.<sup>1</sup>

The transfer of administrative power created a queer position by treating education as 'partly all-India, partly reserved, partly transferred with limitations, and partly transferred without limitations. (Montague-Chelmsford Report, Para 93).<sup>2</sup>

Due to introduction of Diarchy system of educational administration, the control which the Central Government used to exercise over provincial governments in the matter of education disappeared. So these reforms and measures rise some complication as '(i) it precluded the Government of India from spending its own revenues on any provincial governments for education was

<sup>1</sup>S.N.Mukerji : History of Education in India, Acharya Book Depot, Baroda, 1961, p.230.

<sup>2</sup>S.Nurullah and J.P.Naik : A Students' History of Education in India; Macmillan and Co. Ltd., Bombay, 1962, p.275.

discontinued. This led to series of financial handicaps to provincial government., (ii) the transfer of control of education to provincial governments not only isolated them from the Central Government but it also isolated them from another., (iii) The new policy encouraged an exaggerated, overlapping of experiment, and wastage in energy and money, and (v) Lastly the Government of India of the power of guiding and formulating an educational policy for the whole country, and it was no longer possible for it to act as advisory and coordinating agency on problems of all India importance.<sup>1</sup>

Central Advisory Board of Education : As mentioned earlier that the advice, guidance and encouragement which provincial governments had previously received from central Government were suddenly ended.

And even it is also interesting to know that, for sometime after 1921, there was an outburst of strong provincial feeling and the divorce of the Government of India from education was even welcomed in some quarters. But soon they realised that something had to be done to create a coordinating agency at national level for the development of education. And consequently the Central Advisory Board of Education (CABE) was established 1920, according to the recommendation of the Calcutta Commission 1917-19. With a view to <sup>giving</sup> expert advise, the complete detail about the CABE's functions, constitution etc. has been discussed in Advisory Bodies Chapter. No - VIII

<sup>1</sup>S.N. Mukerji : History of Education in India, Acharya Book Depot, Baroda, 1961, p. 230.

In 1921 another change brought in the department of education was 'on the transfer of education to provincial control a new Department of Education was created at the Centre in 1921 by amalgamating the Medical Section of the Home-Department of Education.'<sup>1</sup>

Once again in 1923, in a time of financial stress, and the due to need for retrenchment arose in 1923, again, the Department of Education of the Government of India which lost its independence<sup>t</sup> existence and in 1923, the Department of Education was combined with Land Revenue, Civil, Veterinary, Agriculture and a lots of other subjects ( The reorganised Department was called the Department of Education, Health and Lands.)<sup>2</sup>

Also due to the economy measures the CABE also was dissolved and Central Bureau of Education which was established in 1915, was abolished, 'Even the post of Educational Commissioner was for a time in jeopardy, and financial objections to its continuance were only overcome by imposing on, that officer the additional burden of being the superintendent of Education for Delhi and Ajmer - Merwara, a device which, in our opinion nor there directly The policy of retrenchment was further responsible for combining administered area.'<sup>3</sup> the Dept. of Edu. & Health in the Govt. of India with the Revenue & Agriculture,<sup>3</sup> Dept.

During the 1923 to 1928, the Government of India , the Department of Education, Health and Lands have continued to publish a certain number of educational reports and pamphlets, the

<sup>1</sup>S.N.Mukerji : Administration of Educational, Planning and Finance (Theory and Practices), Acharya Book Depot, Baroda, 1970, p.128.

<sup>2</sup>The Indian Year Book of Education 1961 : First Year Book, & Review of Education in India (1947-61), NCERT, 1965, p.4.

<sup>3</sup>Report : Indian Statutory Commission - Intern Report of the Indian Statutory Commission. Calcutta : Government of India, Central Publication Branch, 1929, p.276.

annual and quinquennial reviews of the progress of education in India. And in 1924, Inter University Board was established due to the recommendation of the universities conferences held in 1924 ( For details Chapter VI )

But in 1928 Hartog Committee ( Indian Statutory <sup>Commission</sup> / ) Report strongly criticised the absence of central grants and interest in education and said,

'We are of opinion that the divorce of the Government of India from education has been unfortunate; and, holding as we do, that education is essentially a national service, we are of opinion that steps should be taken to consider the new relation of the Central Government with this subject. We suggested that the Government of India should serve as a Centre of educational information for the whole of India as a means of co-ordinating the educational experience of the different provinces. But we regard the duties of the Central Government as going beyond that, we cannot accept the view that it should be entirely relieved of all responsibility for the attainment of universal primary education. It may be that some of the provinces, in spite of all efforts, will be unable to provide the funds necessary for that purpose, and the Government of India should, therefore, be constitutionally enabled to make good such financial deficiencies, in the interest of India as a whole.'<sup>1</sup>

About the Central Advisory Board of Education, which was abolished in 1923, the Hartog Committee (1929) recommended the

<sup>1</sup>Report : Indian Statutory Commission, Interim Report of the Indian Statutory Commission (Hartog Report), Calcutta : Government of India Central Publication Branch, 1929, p. 346.



### Advisory Bodies

re-organisation the CABE ( / ). Also about the Bureau of Education, which was dissolved in 1923, the Committee suggested that the Bureau of Education were re-established. As committee suggested that ' We think that the growth of education in India would be materially assisted if an efficient central organisation, which might be termed the Bureau of Education, were re-established with the Government of India of which the functions would be to give information and advise to provincial administration and to keep them in close touch with each other.'<sup>1</sup>

The Hartog Committee (1929) also recommended about the post of Educational Commissioner should be retained, they recommended that, 'The post of Educational Commissioner should be, retained and the Educational Commissioner should be a touring officer. It seems to us inadvisable that he should be directly responsible for the administration of education in Delhi and Ajmer-Merwara. He should, as heretofore, be responsible for the preparation of the Annual and Quinquennial Reviews of Education, and should be assisted by a complete statistician, trained in modern methods of statistics.'<sup>2</sup>

As a result of the recommendation of the Hartog Committee which strongly criticised the 'divorce' of the Government of India from education, as above mentioned recommendations. After this the central interest in education began to be revived only after 1935. The Government revived the Central Advisory Board of Education in 1935, the Central Bureau of Education was also

<sup>1</sup>Report : Indian Statutory Commission, Interim Report of the Indian Statutory Commission (Hartog Committee), Calcutta: Govt. of India, Central Publication Branch, 1929, p.278.346 277

<sup>2</sup>Ibid., p.278.

revived in 1937. Meanwhile the Government of India passed of 1935 Act/( For reasons see, Part II ).

From the Government of India Act of 1935 upto Independence 1947

The Government of India Act of 1935 through which the Government of India introduced complete provincial autonomy and entrusted Ministers of Education with greater power than ever enjoyed by them under the Montague-Chelmsford Reforms (1918). The Act divided all educational activities into two categories - Federal ( or Central ) and State ( or provincial as follows :

' (a) Federal (or Central) Subjects :

- (i) The Imperial Library, Calcutta ; the Indian Museum Calcutta ; the Imperial War Museum; the Victoria Memorial, Calcutta; and any similar institution controlled or financed by the Federation;
- (ii) Education in the Defence forces ;
- (iii) The Banaras Hindu University and the Aligarh Muslim University;
- (iv) Preservation of ancient and historical monuments;
- (v) Archaeology; and
- (vi) Education in centrally administered areas.

(b) State ( or Provincial ) Subjects :

Education of all other categories other than those included in the Federal list given above were regarded as State or Provincial subjects.<sup>1</sup>

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<sup>1</sup>Edited : B.D.Bhatt and J.C.Aggarwal : Educational Documents in India (1813-1968). Arya Book Depot, New Delhi-5, 1969,p.42

The Government of India Act of 1935, which was implemented in 1937 - under the Act distinction between reserved and transferred subjects, which imposed through the Act of 1919 had disappeared. In this Act they divided into two parts (i) Federal (ii) States, Federal subject was the responsibility of the Department of Education, Health, and Lands, so due to this the work of the Education wing of the Department of Education, Health and Lands at the Central level grow considered in following years. 'In 1937, when the departments of the Government of India were reshuffled and augmented, education was kept tagged on the combined Department of Education, Health and Lands. This position continued till 1945.'<sup>1</sup> But in 1945 due to the more work and also the central cabinet was expended 'to accommodate the Muslim League nominees.'<sup>2</sup> And side-by-side in 1944 the Sargent Committee (1944, known as Post-war Educational Development in India), also recommended that, 'A strong Education Department will be required at the Centre.'<sup>3</sup> So In 1945, the Department of Health and Lands was trifurcated and a separate Department of Education was set-up, <sup>and</sup> ~~so~~ in 1945, a separate Department of Education <sup>was</sup> created in the Centre. 'At the same time, the Educational Adviser to the Government of India (Known as the Educational Commissioner prior to 1943) was appointed as Secretary to the new Department.'<sup>4</sup> In 1946

<sup>1</sup>S.N.Mukerji :Administration of Education in India, Acharya Book Depot, Baroda, 1962, pp.36-37.

<sup>2</sup>Ibid., p.37

<sup>3</sup>Report : Post-war Educational Development of India (CABE Report), 1944, Ministry of Education, Government of India, New Delhi, Pub. No.704, 1964, p.136.

<sup>4</sup>The Indian Year Book of Education, 1966, NCERT, 1965, p.4.

however, the Educational Department of the Central Government came under nationalist control for the first time when Pandit Jawaharlal Nehru formed his interim cabinet.<sup>1</sup> In 1947, on the attainment of independence the Department of Education was raised to the status of a Ministry of Education and Maulana Abul Kalam Azad became the first Minister of Education at the Centre. ( Chart No. A → p. 103 )

Soon after the attainment of independence 15th August 1947, the Department of Education was raised to the Status of a Ministry of Education as stated in preceeding section. This position was continued till 1956. In 1957, it was further entrusted with scientific research, the Ministry was re-named as the Ministry of Education and Scientific Research. As described by S.N. Mukerji that, 'it was functioning through three departments, viz., The Department of Education, the Department of Physical Education and Cultural Activities, and the Department of Technical Education and Scientific Education.'<sup>2</sup> Again next year in February 1958, the Ministry of Education and Scientific Research was re-organised when the cabinet reshuffled and it was bifurcated into two independent Ministries, viz. (i) Ministry of Education and (ii) the Ministry of Scientific Research and Cultural affairs.

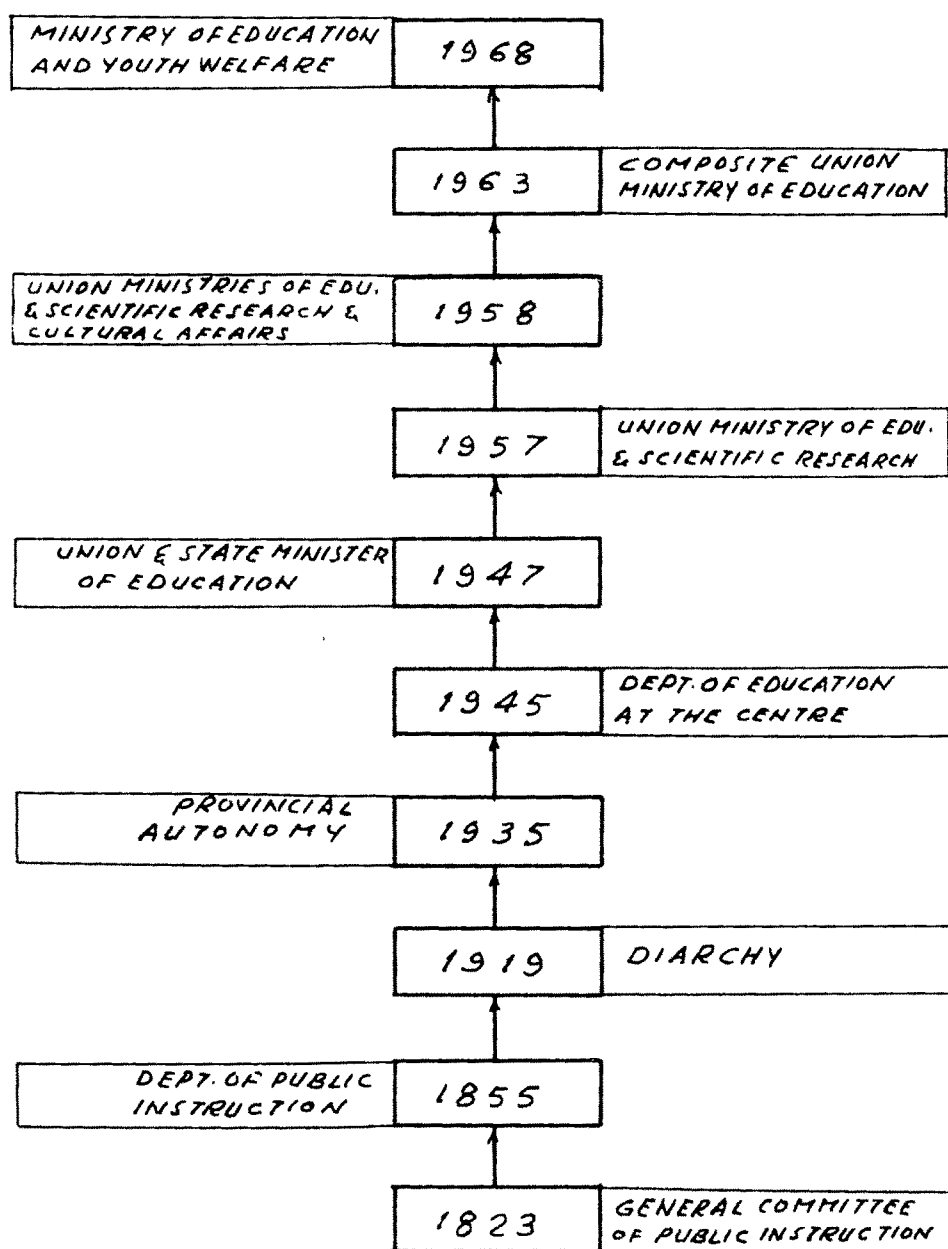
Each Ministry put under the charge of separate Minister of State.

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<sup>1</sup>S.Nurullah and J.P.Naik: A Student's History of Education in India, Macmillan and Co. Ltd., Bombay, 1962, p.322.

<sup>2</sup>S.N.Mukerji : Administration of Education in India, Acharya Book Depot, Baroda, 1962, p.37.

FIG: A  
EVALUATION OF EDUCATIONAL ADMINISTRATION  
IN MODERN INDIA



(SOURCE: S.N. MUKERJI - ADMINISTRATION OF EDUCATION, PLANNING AND FINANCE (THEORY & PRACTICE), ACHARYA BOOK DEPOT, BAROD, 1970, P.130)

In the year 1963, both these ministries were again combined into one ministry, known as the Ministry of Education. Lastly in 1966-67, 'the scope of Ministry of Education was enlarged. It is now known as the Ministry of Youth Welfare. It is at present under the charge of a Minister rank of cabinet rank. He is assisted by two ministers at state level.'<sup>1</sup>

In 1948-49, University Commission suggested the establishment of University Grants Commission and it <sup>was</sup> is established in 1953 accordingly and an Act was passed by Parliament in 1956 which gave the U.G.C. the status by Parliament in 1956. Its composition, functions etc. are discussed in the chapter of Advisory bodies.

#### Education Commission - 1966

In 1964-66, the Education Commission popularly known as Kothari Commission made following recommendations about Ministry of Education, creation of educational service at centre level, improving the U.G.C. and NCERT and establishment of National Staff College for educational administrators etc. are given below :

About the role of the Central Government the Commission approved that our constitution is correct. As in the Commission's view that, 'we have examined this problem very carefully. We are not in favour of fragmenting education and

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<sup>1</sup>S.N.Mukerji : Administration of Educational Planning and Finance (Theory and Practices), Acharya Book Depot, Baroda, 1970, p.132.

putting one part in the concurrent and the other in the state list. Education should, under any circumstances, be treated as a whole. We also do not agree with our colleagues and are of the view that in a vast country like ours, the position given to education in the constitution is probably the best because it provides for a central leadership of a stimulating but non-coercive character. The inclusion of education in the concurrent list may lead to undesirable centralization and greater rigidity in a situation where the greatest need is for elasticity and freedom to experiment. We are convinced that there is plenty of scope, within the present constitutional arrangement to evolve a workable centre-state partnership in education and that this has not yet been exploited to the full. The case for amending the constitution can be made only after this scope is fully utilized and found to be inadequate. All things considered, we recommend that an intensive effort be made to exploit fully the existing provisions of the constitution for the development of education and evaluation of a national policy. The problem may then be reviewed again after, say, ten years.<sup>1</sup>

About the role of the Central Government regarding education the Commission suggested as follows :

(1) Beside institutions in the scientific and technical sector, it is also necessary for the centre to establish institutions specializing in social sciences including pedagogical sciences and the humanities, these should be established in close

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<sup>1</sup>Report of the Education Commission, 1964-66. Ministry of Education, Government of India, 1966, p. 453.

association with the universities and be an integral part of the university system.

(2) The Centre can also develop education in the Union Territories, particularly in Delhi, to serve as a pace - setter for the other areas.

(3) The Centre should scout for talent in different fields and make the services of the best people in the country available to the State Governments for advice and assistance in all matters.

(4) Funds for specific special programme in the educational sector within the state plans may not be ear-marked. The total allocation for education, however, should not be altered without the approval of the planning commission. But within it, the State Governments should be free to use funds at their discretion.

(5) Considerable importance should be attached to the expansion of the central and the centrally-sponsored sector. It is through this mechanism that the centre will be able to stimulate and guide educational developments in the national interest in crucial sectors.

(6) Education should not be fragmented keeping one part in the concurrent and other in the State list. In a vast country like ours the position given to education in the constitution is probably the best because it provides for a central leadership of a stimulating but non-coercive character. The greatest need



need is for elasticity and freedom to experiment.

(7) An intensive effort should be made to exploit fully the existing provisions of the constitution and evaluation of the national educational policy. The problem may then be reviewed again after ten years.<sup>1</sup>

Ministry of Education : Regarding the appointment of the Secretary, his function and qualification, and the functions of the Ministry of Education, the Commission suggested that :

'(i) The present practice of giving the post of the Secretary to the Government of India to an eminent educationist, who is designated as Educational Adviser to the Government of India and Secretary to the Ministry of Education should continue. This should be a selection post and the selection should be made from amongst all persons available, official, non-official, IES, university men, etc. It should also be a tenure post given only for six years in the first instance, with an extension in exceptional cases for three or four years but not renewable further.

(2) About half the posts of additional or joint secretaries should be filled by promotion from officers seconded from the State Education Departments and the remaining half should be filled from eminent educationists and outstanding teachers in universities and schools. The term of each tenure should be five years to be renewable at the most for a second term.

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<sup>1</sup>Report of the Education Commission 1964-66, Ministry of Education, Government of India, New Delhi, 1966, pp.668-69.

(3) The clearing house function of the Ministry of Education needs considerable strengthening and expansion. A well-staffed division should be created to perform this function on an adequate scale.

(4) The Ministry of Education may set-up a committee to examine the various types of studies required and to prepare a programme for action.

(5) It is a major responsibility of the Ministry of Education to maintain a good statistical service for educational planning, policy making and evaluation. In order that this function may be discharged properly, the statistical section of the Ministry should be re-organized and strengthened along the lines recommended. The statistical units of the State Departments of Education will have to be reorganised and strengthened likewise.

(6) The Central Advisory Board of Education with its standing committees should be functionally strengthened.<sup>1</sup>

NCERT, UGC and National Board of School Education : The recommendations of the Kothari Commission regarding above mentioned agencies at the national level were discussed in chapter VIII on Advisory Bodies.

The Creation of Educational Service at Centre and State Level :

The Kothari Commission suggested the creation of the Indian Educational Service at central level and the State Educational Service at State level. Similar as in the British period as mentioned previously, they have created the Indian Education Service

<sup>1</sup>Report of the Education Commission, 1964-66, Ministry of Education, Government of India, New Delhi, 1966, p.669.

~~at-State-level~~  
and provincial and subordinate services at centre and state level. They abolished this tradition in 1924, according to the recommendation of the Lee Commission in 1924. After 40 years again the Kothari Commission felt the necessity of creating the educational service.

The reasons and importance of establishing these services were given by the Commission that, 'the administration is essentially a matter of faith and vision bold and courageous leadership, and proper handling of human relations. The importance of securing the right type of personnel for it cannot, therefore, be over-emphasized. The major weaknesses of the existing organisation of the State Education Departments are largely related to personnel. These include : Shortage of personnel at the higher level; lack of specialized staff; Unsatisfactory remuneration and conditions of service; unsatisfactory methods of recruitment, inadequate provision of in-service education; and inadequate staffing.'<sup>1</sup> And creation of the services the Commission made the following recommendation regarding their method of recruitment, qualification, appointment and functions as follows :

Indian Educational Service :

'(1) The Indian Educational Service should be a service agency to teaching and research and should consist of persons who have teaching experience with the possibility of the educational administrators returning to teaching and the teacher going over to

<sup>1</sup>Report of the Education Commission 1964-66, Ministry of Education, Government of India, New Delhi, 1966, pp. 458-59.

administration at least on a tenure assignment. Its method of recruitment should be as follows :

(a) Only one-third of the posts should be filled by direct recruitment at the level of the junior scale. Even these selected persons should not be placed in administration direct. Their first assignments for a minimum period of <sup>2-3</sup> 20 years should be in teaching and it is only after this initiation that they should be assigned to administration.

(b) The remaining two-thirds of the posts should be filled partly by direct recruitment and partly by promotion at the level of the senior and higher scales.

(c) Some posts of the IES should be available for being filled by tenure appointments of teachers for specified periods. In the same way, some posts in teaching and research should also be available for tenure appointments of persons from the IES.

(2) As there are inseparable difficulties, the idea of creating a teaching wing in the IES should be abandoned. The service should encadre only the posts of Directors and Officers of the Directorate, District Educational Officers and headmasters of higher secondary schools in the State and the Centre, educational officers of the Ministry of Education and other ministries and Education Departments of Union Territories.

(3) An adequate number of posts comparable to the higher scales of pay in the IES should be created in the universities and colleges to prevent a drain of talent from teaching and research

to administration.

(4) It should be a convention that only about 50 percent of the IES officers are assigned to their own states and there should also be a possibility of inter-state transfers (in addition to deputation to the Centre). To facilitate this, each member of the IES should be required to study and pass, within a given time after recruitments, tests in two other languages (Hindi and one more Indian language which is not his mother tongue to certain prescribed depth.<sup>1</sup>

#### State Educational Service

Regarding the State Educational Service the Commission recommended that ;

(1) There should be an adequate number of posts at higher levels, namely, in Class I and Class II. The Secretaries of the District School Board should be in Class I. The District Educational Inspectors ( who will be in the IES ) should have adequate assistance from officers of Class I and Class II status. In order to attract <sup>persons, recruited is needed at three</sup> talented/levels: Assistant Teachers' level, class II level (50 percent for freshers and 50 percent for class I level (75 percent for freshers and 25 percent for promotion).

(2) A major reform now needed is to reorganize the State Education Departments where necessary on the basis of specialized

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<sup>1</sup>Report of the Education Commission, 1964-66, Ministry of Education, Government of India, New Delhi, 1966, pp.670-71.

functionaries and what is even more urgent and important is to make adequate arrangements for their specialized training with the help of the universities.

(3) To reduce anomalies in the salaries of the departmental staff and enable transfer ability, it is proposed that (a) the scales of pay in the teaching and the administrative wings should be identical and (b) the scales of pay of the departmental staff should be correlated with the UGC scales of pay for university teachers.<sup>1</sup>

Training of Educational Administrators : In the Commission view that, the existing facilities and arrangements for the training of educational administrators. So it recommended the following measures for the training of educational administrators:

(1) The State Institutes of Education, in collaboration with universities where necessary, should organize the in-service educational programmes of all the non-gazetted staff on the administrative and inspectional side. In addition, they should also organize conferences, seminars and workshops for the gazetted staff.

(2) The old practice of giving furlough leave to administrators for undertaking special studies in educational problems should be revised.

(3) Some incentives should be provided for the officers who improve their qualifications materially through programmes of

<sup>1</sup>Report of the Education Commission, 1964-66; Ministry of Education, Government of India, New Delhi, 1966, p.671.

inservice education.<sup>1</sup>

National Staff College for Educational Administrators : For training of the IES officers the Commission suggested the establishment of National Staff College for Educational Administrators on following lines :

'The Ministry of Education should establish a National Staff College for Educational Administrators. It should provide in-service education for all the senior officers in the Educational Services - IES and State Educational Services. It should conduct two types of courses a longish induction courses for new recruits and shorter courses / of three to six weeks for officers in service. It should have a research wing for conducting studies in problems of educational administration and function as a clearing house of administration and function as a clearing house of administrative procedures and practices in the States and Union Territories. It should also conduct periodical conferences, seminars and workshops on matters relating to educational administration.'<sup>2</sup>

These recommendations are yet to be implemented.

Next Section II is going to deal with the present set up of educational administration at Central Level.

## Section II

### EDUCATIONAL ADMINISTRATION AT CENTRAL LEVEL

#### The Present Administrative Set-up at Central Level

This section is going to deal with the present set-up of educational administration at central level, which is shown in

<sup>1</sup>Report of the Education Commission 1964-66, Ministry of Education, Government of India, New Delhi, 1966, p.671.

<sup>2</sup>Ibid. - p. - ?

in the Part I that how gradually the present Ministry of Education developed from 1854 to 1966, through the Act of Government of India, Resolutions and Regulations and through the recommendations of the Commission and Committees.

### Introduction

As stated in the preceding section in Part I this chapter the constitution of India in 1950, did not envisage an overall change in the administrative policy of education in the country, it was as in 1947, and education continues to be the prime responsibility of State Government, but still the Centre has been invested with certain powers and responsibilities in education according to the constitution as mentioned in the beginning of this chapter, that Seventh Schedule of the constitution authorities the States to undertake education, however, provisions of the entries 63, 64, 65 and 66 of the List I - Union List and Entry 25 of the List III Concurrent List of the Constitution oblige the Central Government.

It would thus been seen that the Indian Constitution has assigned limited responsibilities in education to the Centre responsibilities of administering central universities, union territories, central institutions for scientific and technical education, co-ordination, determination and maintenance of standards of higher education including scientific and technical education and research. Such are the responsibilities in education exclusively laid down for the Centre in the Indian Constitution.



But there are some of the functions that the Centre has been discharging in recent years, though it is not constitutionally charged implicitly to do so still it plays a vital role in the educational development. Its main functions are :

(1) The clearing house function - to collect and publish educational information.

(2) Providing leadership in educational thought - carrying research, experiments, surveys etc. publishing journals, report of Education Commission etc.

(3) Advisory and coordinating and harmonizing the educational activities of the Centre and the States,

(4) Financial assistance - to state government local authorities and private agencies in education.

(5) Presentation and promotion of national culture, patronage to the study of ancient Indian culture, development and enrichment of Hindi.

(6) Sharing responsibilities for Universal Education - provision of free and compulsory education upto the age of 14 years.

(7) Educational Planning - five year plan etc.

(8) Special responsibility for the weaker sections of the people,

(9) International Contacts.

(10) Equalisation of educational opportunity - financial help to less developed states.

- (11) Cultural interest of the minorities; and
- (12) Scholarship.

The Central Government discharges its constitutional responsibilities and other functions in education described in the preceding section through the Central Ministry of Education, advisory and statutory bodies in education, central institutes of education and national councils. Among these the Union Ministry of Education is the central and core organisation.

Central Ministry of Education : The Ministry of Education is headed by the Minister of Education, who is a member of the central cabinet. He being the political appointee, the duration of his office is dependent upon the life of the cabinet. He is responsible of the initiating and executing the policy of the government education in the central legislature is represented by him and he also carries out the mandates of the legislature.

The Minister of Education occupies a very important place in Indian educational administration. He is 'the pivot round which functions the educational administration. He is the policy maker for the whole India, channel of international relations, sources of statistical information etc.'<sup>1</sup> He plays an important role in formulating general policies and ensuring uniformity in the pattern of education in different states. He is assisted by one or two deputy ministers according to need.

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<sup>1</sup>C.M. Patwardhan : An Introduction to the Study of Educational Administration in India, ,p.29.

'The education secretary is the administrative head of the Ministry and is also the educational adviser to the Government of India in respect of all subjects allocated to the educational ministry.'<sup>1</sup> He belongs to the Indian Administrative Service. He is the principal adviser to the Minister on all matters of policy and administration.

The Ministry of Education 'with effect from the 20th September, 1967, is functioning through the following seven bureaux :

1. Bureau of Cultural Activities,
2. Bureau of Planning and Co-ordination,
3. Bureau of Administration,
4. Bureau of General Education
5. Bureau of Technical Education and Science,
6. Bureau of Scholarships and Youth Services, and
7. Bureau of Languages and Book promotion.'<sup>2</sup>

and UNESCO Unit (UNESCO Unit)

'Except the second bureau each bureau is under a joint secretary / educational adviser. The second bureau is under an adviser. In addition, there is UNESCO Unit.'<sup>3</sup>

All India Advisory Bodies in Education : The Ministry of Education has set up a number of advisory and statutory bodies which function in different sectors of education. The reasons

<sup>1</sup>S.N.Mukerji (Editor): Administration of Education in India, Acharya Book Depot, Raopura, Baroda, 1962, p.38.

<sup>2</sup>S.N.Mukerji : Administration of Education, Planning and Finance (Theory and Practice), Acharya Book Depot, Baroda, p.132.

<sup>3</sup>Ibid., p.132.

of appointment of these bodies were : the increased volume of educational activities after independence, the need to bring together the officers of the Education Ministry and non-official educationists and field works in the consideration of educational problems, the need to bring an all-India approach to the solution of critical issues and problems of Indian education, the need to advise the centre and the state how best and soon a national system of education can be evolved etc.<sup>1</sup>

The most important to advisory bodies at the central level are :

- (i) The Central Advisory Board of Education (1920 advisory body),
- (ii) The All-India Council for Secondary Education (1955 known as
- (iii) All-India Council for Elementary Education (1957 Advisory Body);
- (iv) The University Grants Commission (1945, Statutory Body); and
- (v) The National Council of Education Research and Training. (1961, autonomous organisation);

These are the most important advisory bodies related with this thesis. Their establishment constitution, composition, tenure and functions are discussed in detail in chapter VIII on Advisory Bodies..

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<sup>1</sup>D.M.Desai : Outline of Educational Administration in India, A.R.Sheth & Co., Bombay, 2, 1964, .p.10.

This is the brief account of the Central Ministry of Education and the machinery set-up by the Centre and the activities undertaken by it in discharging its constitutional responsibility in education.

The next section is going to deal with the educational administration at the State Level.

## PART II

### EDUCATIONAL ADMINISTRATION AT STATE LEVEL

#### Section I

#### Introduction

Education had been a provincial subject since 1921 with two qualifications - academic research and technical education. Even under the Constitution of India education for the most part is controlled by the State Government. As already mentioned in Part I that in educational matters general powers, except those exclusively demarcated for the Union Government under entries 63-66 of List I, are left with State Governments. They enjoy autonomy except in those matters for which central grants are received, and the state education Departments are the principal agency to prepare and implement education plan. The Part II is going to discuss that how from 1854 to 1966, the State Department of Education developed into the present form. The Part II is divided again into two sections. Section I is going to deal with the historical development, and Section II with the general set-up of the State Education Department at present.

#### Sources

The data <sup>are</sup> ~~is~~ collected for Part II from the following sources :

(i) Wood's Despatch, 1854, (ii) Indian Statutory Commission - 1929 (Hartog Committee, 1929), (iii) The Report of Post-War Development in India 9 1944, (iv) the Secondary Education Commission - 1952-53, (v) the Education Commission - 1954-66, (vi) Reviews, Government's Publications and Government resolutions etc. and books related to the subject.

Periodically or Historically the Part II is divided into following :

- (i) 1813 to 1854 : From Charter Act 1813 to Wood's Despatch - 1854,
- (ii) 1854 to 1870 : From Wood's Despatch - 1854 to Lord Mayo - 1870;
- (iii) 1870 to 1919 : From Lord Mayo - 1870 to Government of India Act 1919 (Montagu-Chelmsford Reform );
- (iv) 1919 to 1935 : From Government of India 1919 to Government of India Act 1935;
- (v) 1935 to 1950 : From Government of India Act 1935 to Indian Constitution in 1950;
- (vi) 1950 to 1966 : From Indian Constitution - 1950 to Kothari Commission - 1966

#### Historical Development

Introduction : The next paragraphs are going to deal with the historical development of Education Department at State level, how the present education department developed through the recommendations of the above mentioned Commissions and Acts.

- (i) 1813 to 1854 : From Charter Act 1813 to Wood's Despatch 1854 :

The real beginning of State Governments unit of educational administration begin with the appointment of separate Directors of Public Instruction for each province according to the recommendations of Wood's Despatch in 1854. But it was actually begun in the three presidencies after the renewal of the Charter Act of 1813, which was passed in the British Parliament due to the continued efforts of the famous British Philanthropist

Mr. Wilberforce. The Section 43 of the Charter Act of 1813 declared that, 'a sum not less than one lakh of rupees in each year shall be set apart and applied to the cause of education.'<sup>1</sup> Thus prior to 1813 there was no effort on the part of the East India Company to look into the general education of its subjects. But even after the Act of 1813 during the first ten years very little was done to spend the amount, though a few institutions received some token grants (missionary and indigenous private enterprise. And from 1822 started a controversy as to what policy should be followed in the award of this grant.'<sup>2</sup> In reality, the state had not the capacity or the machinery to control and administer the whole field of education. As reasons given by Naik and Nurullah that (i) absence of educationists to deal with the problems of Indian education. (ii) The education department did not exist, (iii) And the court of Directors were too busy with political issues., (iv) there was not any co-ordinating agency between centre and state, and lastly (v) the court of Directors had fought strenuously against the reforms proposed by Wilberforce and lost. They were, therefore, none too enthusiastic to spend the sum of one lakh of rupees on education as required by the Charter Act of 1813.

And moreover, the company's officers in India were at a loss to decide where to begin and how due to lack of direction and regarding the method to be employed to spend the grant and also above mentioned reasons. After a decade of inaction,

<sup>1</sup>S. Nurullah & J.P. Naik : A Students' History of Education in India (1800-1961), Macmillan & Co., Bombay, 1962, p.46.

<sup>2</sup>L. Mukerji, Problems of Administration of Education in India, Katab Mahal, Allahabad, 1960, p.23.



the Governor-General-in-Council resolved on 17th July 1823 to form the General Committee of Public Instruction (G.C.P.T.) to administer the educational grant on behalf of the Government for the Bengal presidency. The need of some machinery was felt for the allocation of grant. Although different schools, societies and missionary bodies were receiving Government grant in 1823, there was no proper Government machinery to service the allocations of these grants and to see what was going on in the Public institutions.

The Committee of Public Instruction was established in Bengal in 1823. The Committee consisting of ten members included H.T.Prinsep and H.H. Wilson etc. And the grant of one lakh of rupees provided by the Charter Act of 1813 was also placed at the disposal of the Committee. 'The Committee was given the authority to make its own policy, and to decide upon the means and methods of patronage to education. It should, however, be remembered that the G.C.P.I. was a body of adhoc nature, and not a state department of education.'<sup>1</sup>

By the end of 1841, the G.C.P.I. was abolished in Bengal and a 'Council of Education was constituted in its place by a Government order on January 12, 1842.

In 1840, the Bombay Native Education Society was abolished and substituted by a Board of Education. In April 1840, the new Board took charge of all the instruction. It consisted of a

<sup>1</sup>J.P.Banerjee : Education in India, Past:Present;Future;  
Sm.S. Choudhury, Chakravorti, Para,P.O. Haltu, 24, 1974, Part III,  
p. 12. Bengal

President and six members. In the beginning the Board framed rules and regulations explaining the duties and conditions on which new schools were to be started.

In Madras the Committee of Public Instruction was created in 1826, which soon established a normal school and various collectorat and Tehseeldari schools. But in 1835, on receipt of a directive from Bengal, the Committee of Public Instruction was abolished and the committee of Native Education was appointed.

All these committees established their inspection system. In the absence of any pattern to which they could conform the general committees were more or less standing committees having vague objectives and nucleus authorities.

All these Boards and Committees were continued to function till 1855 when the first Director of Public Instruction took over charge according to the recommendation of Wood's Despatch in 1854.

Because till the middle of the 19th century British administration in India had not been thoroughly centralised, large pockets of unoccupied territories lay between British domination dominions from Bengal to Madras and Bombay. Although Pitt's India Act had vested sufficient powers in the hands of the Governor General and the supreme council of Calcutta, the authority could not always be exercised in practice. So 'the local councils in Madras and Bombay presidencies had to act on their own, as required by local conditions. In spite of the

G.C.P.I., therefore, differential development occurred in Madras, Bombay and elsewhere supremacy of the Governor General's Council was consciously and gradually established only by the middle of the century.<sup>1</sup>

So the work of organising a State System of Education Administration began almost simultaneously in all the three presidencies by about 1823 and continued to expand till 1833. The Charter Act of 1833 introduced a Unitary System of Government. Under this arrangement a Governor-General could now influence greatly the other presidencies also.

Regarding the administrative machinery, it may be pointed out that in India, inspite of central direction and control of educational policy, each presidency was developing separately its own nucleus of educational administration as mentioned above. The Despatch 1854 accepted these separate nuclei, and made recommendations for the establishment of education department in the provinces. So actually the State Government as units of education administration began with the appointment of separate Directors of Public Instruction in the years 1854. When the Despatch 1854 directed the establishment of a Department of Education in each of the five provinces, The Despatch of 1854 first imposed upon the Government of India the duty of creating a properly articulated system of education from the primary school to the university. In order to carry out its policy the Despatch of 1854 prescribed the following measure

<sup>1</sup>J.B.Benarjee : Education in India, Past : Present : Future, Vol.I, Sm.S.Choudhary, Chakarvorti, Para, P.O.Halfer, Parganas, Bengal, 1974, p.12.

the constitution in each presidency and <sup>w</sup>Lietenant governorship of a separate department for the administration of education with an adequate system of inspection in each provinces.

(ii) 1854 to 1870 : From Wood's Despatch 1854 to Lord Mayo 1870 :

The Wood's Despatch made the following recommendations regarding the establishment of an Education Department :

'We desire to express to the present Boards and Councils of Education our sincere thanks for the manner in which they have exercised their functions, and we still hope to have the assistance of the gentlemen composing them in furtherance of a most important part of our present plan; but having determined upon a very considerable extension of the general scope of our efforts involving the simultaneous employment of different agencies, some of which are now wholly neglected, and others but imperfectly taken advantage of by Government, we are of opinion that it is advisable to place the superintendence and direction of education upon a more systematic footing, and we have, therefore, determined to create an Educational Department as a portion of the machinery of our governments in the several presidencies of India. We accordingly propose that an officer shall be appointed for each Presidency and Lieutenant Governorship who shall be specially charged with the management of the business connected with education and be immediately responsible to government for its conduct.'<sup>1</sup>

<sup>1</sup>M.R.Paranjape : A Source of Book of Modern Indian Education, 1797 to 1902, Macmillan and Company Ltd., Bombay, 1938 (Wood's Despatch - 1854 Para 17), p.79.

Implementation of Wood's Despatch 1854 : According to the recommendations of the Wood's Despatch 1854, a Department of Education was established in each of the five provinces ( 3 presidencies and N.West province and Punjab) in 1856. And all boards, councils and educational societies were abolished. The department would be headed by a Director of Public Instruction, who would be helped by a corps of Inspectors.

The Functions of the Department of Education :

- ' (i) advise provincial governments on educational matters;
- (ii) administer and control state funds,
- (iii) conduct government institutions,
- (iv) supervise private institutions,
- (v) disburse Grant-in-aid to private institutions,
- (vi) adopt all measures necessary to improve and expand education,
- (vii) compile annual report for submission to government.

The Department of Education was thus given almost a blank cheque and was vested with wide powers.<sup>1</sup>

As the Despatch directed the establishment of a Department of Education in each of the five provinces, it also suggested that 'steps were soon taken to form an education department in every province of India as it then existed and by 1856, the new system was fairly at working, owing to increase in territories or administrative recognition, new provinces were created in

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<sup>1</sup>J.P.Banerjee : Education in India, Past:Present:Future; Vol. I.Sm.S. Choudhury Chakravorti, Para, P.O. Haltu, 24, Parganas 1974, pp. 13-14.

India from time-to-time. After 1854, however, became a rule to create a new education Department as soon as a new province was created.<sup>1</sup> Thus, the Wood's Despatch of 1854, which had laid the foundations of the administrative structure for education in the substantial form in which we find it today.

About the appointment of personnels of the Department of Education as quoted in the Despatch of 1859, that 'as regards the persons by whom appointments in the Department of Education are to be held, it was thought by the court of Directors that first heads of the appointment, as well as some of the inspectors should be members of the civil service.'<sup>2</sup> In 1857, the regime of the East India Company ended and the administration of the country passed into the hands of the British crown. This necessitated the appointment of the Secretary of State for India in 1858. Thus, an extreme form of centralization introduced the provinces had no right of their own. They became the agent of ~~their own who became the agent of~~ the Government of India which in turn was subordinate to the Secretary of State.<sup>3</sup>

In 1858, the Directors had issued circulars specifying the conditions of grant-in-aid in 1858. Directors had inspectors to assist them, and they not only inspected schools, but recommended the amount of grant each should get. From the beginning of this century, the recognition of a new school was made subject to the favourable report of the inspector. These

<sup>1</sup> Syed Nurullah and J.P.Naik : A Student's History of Education in India (1800-1961), Macmillan and Co. Ltd., Bombay, 1962, p.132.

<sup>2</sup> R.P.Paranjape : A Source Book of Education in India (1797 to 1902), Macmillan and Co. Ltd., Bombay-193. (Educational Despatch of 1859 - Para 5), p.136.

<sup>3</sup> S.N.Mukerji: Administration of Education, Planning and Finance (Theory and Practice), Acharya Book Depot, Baroda, 1970, pp.125-26.

gave certain powers to provincial and local units no doubt, but they were all entrusted to carry out the policy directed by the Central Government which had a Director of Education since 1901. So during this period a thorough Government control was thus established without establishing thorough Government responsibility. This was a shift from the position of 1813. Educational administration was thus governmentalised.

The Despatch 1854 introduced a provincial system of educational administration which continued to be centralized, according to the Act of 1813. The Provincial Governments could not ~~be~~ spend even one rupee or create a post in education department without the approval of the Government of India.

'In other words, all executive, financial and legislative authority was exclusively vested in the Central Government and the provinces merely acted as its agents,'<sup>1</sup> from 1813 to 1870. This short period of decentralisation ended in 1900, in Lord Curzon's regime.

In 1896, the Indian Education Service was formed to man the key posts in charge of all important post in the Provincial Education Departments. And all the senior educational officers of the ~~belonged~~ belonged to All India Services, who may be transferred from one to another state, that means the education administration was completely centralised at this period. In financial matters, the powers reserved to the central government were very wide. Its approval was required to all expenditure above a given figure and

<sup>1</sup>Prem Kirpal (Editor) : Educational Studies and Investigation Vol. I. NCERT, 1962, No.565, p.2., New Delhi.

to the overall budget of the Provinces. These large powers of control and supervision were justified on the ground that the Provincial Governments were responsible to the British Parliament through Government of India.

'But whatever the cause, the net result of these powers was to make education not so much a provincial subject as a concurrent subject with two reservations : (1) the authority delegated to the Provincial Governments was fairly large; and (2) the interest shown by the Government of India in education was very uneven and depended mostly upon the personalities of the Governor-Generals a Ripon or a Curzon could make education look almost like a 'Central Subject' while at other times, it became almost a 'Provincial subject.'

The period of 1813 to 1870 was highly centralised and except the creation of department of education in the presidencies, no other power were transferred to province. ' In 1871, Lord Mayo introduced a system of decentralisation, according to which he transferred the control of certain departments ( Jail, police, road and education) to provincial government,<sup>1</sup> these known as dual control or decentralisation in the educational administration, 'under which the Provincial Governments were made responsible for all expenditure on certain services (as mentioned above) - inclusive of education and were given, for that purpose, a fixed grant-in-aid and certain sources of revenue. Education thus became a 'Provincial Subject' for purposes of day-to-day administration

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<sup>1</sup>S.N.Mukerji (Editor), Administration of Education in India, Acharya Book Depot, Baroda, 1962,p.12.



But it has to be remembered that the central government still had large powers of control over it. For instance, the central and provincial legislatures had co-current powers to legislate on all educational matters.<sup>1</sup>

So from 1813 to 1900 powers were given to administered the state education, and local units no doubt, but they were all entrusted to carry out the policy directed by the Central Government and this view was particularly strengthened in this period between 1900 and 1921.

But all the above mentioned happenings created dissatisfaction and doubt in the mind of Indian people as mentioned by J.P.Naik that,

'All superior posts were held by Europeans in spite of the fact that a demand for Indianisation was continually being put forward ( especially 1885 when the Indian National Congress was <sup>founded</sup> forwarded.'<sup>2</sup>

'As India can never have the same efficiency as Englishman, all superior posts in the education department must continue to be held by the British people recruited in England, Indian,

' the emoluments offered and conditions of service were not generally very attractive so that competent scholars from England did not ordinarily think of joining the Education Department in India.'<sup>3</sup>

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<sup>1</sup>S.N.Mukerji (Editor) : Administration of Education in India, Acharya Book Depot, Baroda, 1962, p.12.

<sup>2</sup>Syed Nurullah and J.P.Naik : A Students' History of Education in India (1800-1961), Macmillan and Co. Ltd., Bombay, 1962, p.133.

<sup>3</sup>Ibid., p.133.

'The staff of the Department was always found to be inadequate because financial stingency prevented to the increase in schools and pupils; and consequently, the control and supervision of the Department over private schools was not as strict or thorough as might have wished.'<sup>1</sup>

And lastly impact of National education movement demanded Indian control of educational administration. But the I.E.S. officers <sup>were</sup> was opposed to national aspiration, the conflict therefore, continued for sometime, and these controversies resulted ultimately in the transformed of the Education Department to Indian ministers under the Government Act 1919.'

(iii) 1870 to 1854 - From Lord Mayo to Government Act of 1919 :

So till 1919, the Government of India chiefly concerned with framing policy and inspiring reforms for the whole country. In 1918 the Montague-Chelmsford Report on Indian Constitutional Reforms was published. On the basis of this report the Government of India Act - 1919 was passed by the British Parliament, the new Act was introduced in January and February of 1921 and new legislatures came into existence in India. The main feature of this Act was the introduction of the principle of Dyarchy or double rule in the provincial administrations. The said reforms introduced the notorious system of Dyarchy according to which, the administration of a province was divided into two categories -

<sup>1</sup>S.Nurullah and J.P.Naik : A Students' History of Education in India (1800-1961), Macmillan and Co., Ltd., Bombay, p.133.

the reserved and transferred. 'Subjects like Law, Order, Land-revenue were reserved to the charge of the governor and his executive council consisting of government official members. They were made responsible to the Secretary of State through the Government of India. Other subjects like education, agriculture, public health and local government were 'transferred' to the charge of the Governor acting with his ministers, who were made responsible to the electorate of the province and not to the Government of India.'<sup>1</sup> That means the Ministers were to run the transferred side and were responsible to the provincial Legislature. And 'the Education Department was transferred to Indian ministers subject to the following reservations; '(i) The Banaras Hindu University and such other new universities as may be declared to be all-India by the Governor-General-in-Council were excluded on the ground that these institutions were of an all-India character and had better be dealt with by the Government of India itself. (ii) Colleges for Indian Chiefs and educational institutions maintained by Governor-General-in-Council for the benefit of members of His Majesty's Forces of other public servants, or their children were also excluded on the ground that these institutions ought to be under the direct control of the Government of India; and (iii) The Education of Anglo-Indians and Europeans was treated as provincial but as reserved subject.

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<sup>1</sup>S.N.Mukerji (Editor) : Administration of Education in India, Acharya Book Depot, Baroda, 1962,p.15.

The authority to legislate on the following subjects was reserved for the central legislature, mainly with a view to enabling the Government of India to take suitable action on the report of the Calcutta University Commission : (a) questions regarding the establishment, constitution and functions of new universities; (b) questions affecting the jurisdiction of any university out of its province; and (c) questions regarding the Calcutta University and the reorganization of secondary education in Bengal (for a period of five years only after the reforms).<sup>1</sup>

As described by Prem Kripal about the Government of India Act, 1919, that, 'with the coming into force of the Government of India Act, 1919, however, the position changed completely. The basic idea underlying this act was that the Government of India should continue to be responsible to the Secretary of State for India and that the functions of the Provincial Governments should be divided into two parts - the reserved part being responsible to the Government of India and the transferred part being under the control of elected Ministers responsible to this decision. It was also agreed that the Government of India should have very little or no control over the transferred departments because the Ministers could not be simultaneously responsible to the Government of India as well as to their elected legislatures. These were basic political decisions and it was rather unfortunate that the division of authority in education issues involved. One would have preferred that problems such

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<sup>1</sup>S.Nurullah and J.P.Naik : A Students' History of Education in India (1800-1961), Macmillan and Co., Ltd., Bombay, 1962, p.275.

as the following should have been raised and discussed on this occasion :

- (1) To what extent is education a national problems ?
- (2) What should be the role of a Federal Government in education ? What and
- (3) What should be the relationship between the Government of India and the Provincial Governments in educational matters ?

But, unfortunately, all such basic problems were ignored and the only questions discussed from a political angle were :

- (1) Should education be a transferred subject or not ? and
- (2) What should be the control of Government of India.<sup>1</sup>

And even the Montague-Chelmsford Report suggested that the 'Guiding principle should be to include in the transferred list those departments which afford most opportunity for local knowledge and social service, those in which Indians have shown themselves to be keenly interested, those in which mistakes may occur, though serious, would not be irremediable and those which stand most in need of development.'<sup>2</sup> On this principle the education would be classed as a transferred subject. And it was, therefore, decided that, excepting for the few reservation, education should be a provincial subject and transferred to the control of the Indian ministers as mentioned above.

As shown in the preceding sections the main responsibility for education has been transferred since the Reforms to the

<sup>1</sup>Prem Kirpal (Editor) : Educational Studies and Investigation, NCERT, New Delhi; No.565, 1962,p.6.

<sup>2</sup>S.Nurullah and J.P.Naik : A Student's History of Education in India, Macmillan and Co., Bombay, 1962,p.274 (Montague-Chelmsford Para 238, as quoted by Nair and Nurullah)

provincial governments. This section is going to discuss the actual administration of education at state level started working after taking over the charge of Indian Congress Minister in the nine major provinces, but it is not however, in all provinces under the charge of a single Ministers; certain forms of education have been transferred to the technical departments concerned (e.g. industrial education in the industrial department) and come within the purview of the ministers in charge of those departments.<sup>1</sup>

Below is the actual educational administrative set up prevailing in the province in India given in the Hartog Report and Progress of Education 1922-27.

(i) Ministers : ' The minister for education in each province is now responsible for controlling educational policy and directing its execution. '

The functions of the Minister of the Secretary to government for education; and of the Director of Public Instruction are so closely inter-related.<sup>2</sup> The functions of both are given below.

Director of Education and of Education Secretary : In each province, the Director of Public Instruction is the administrative head of the Department of Education and as already stated acts as an advisor to the Education Minister. He controls the inspecting staff of Government institutions and is generally responsible for the right allotment of grant and for the enforcement of educational rules and regulations. In these matters

<sup>1</sup>Progress of Education in India - 1922-27. Ninth Quinquennial Review, Vol. I. Calcutta : Government of India, Central Publication Branch, 1929, p.17.

<sup>2</sup>Report of Indian Statutory Commission (Interim Report of the Indian Statutory Commission), 1929, (Hartog Report), Calcutta: Govt. of India, Central Publication Branch, 1929, p.279.

he acts as the agent of the provincial government and in all important affairs he has to secure the approval of the local government. His proposals to the local government are made through the secretaries to the Government, who is ordinarily a member of the Indian Civil Service, the exceptions are in the United Provinces, the Punjab and the Central provinces where the Director of Public Instruction is attached to the Government secretariate, being entrusted with secretariate duties and performing in great part the functions of an educational secretary. In the U.P., the Director is Deputy Secretary to Government; in the Punjab, he is under secretary; while in central provinces he is secretary to the local government..... It is clear as the .... that the Director of Public Instruction of a province will not have sufficient time for touring and for keeping himself in direct touch with duties of the secretariate nature conducted in an office attached to the secretariate of the local unit.<sup>1</sup> But actually the Secretary of Education in most of the provinces the official who passes orders on behalf of Government in respect of education in the Secretary for Education and is, as a rule, a member of the Indian Civil Service.

'Headquarters Staff : In order to carry out effectively his important task of advising the Minister on matters of policy as well as his <sup>routine</sup> ~~native~~ duties, the Directors of Public Instruction are readily available <sup>at</sup> ~~of~~ headquarters <sup>along with a</sup> ~~A~~ staff of experienced officers.... In four provinces there is also a personal assistant

<sup>1</sup>Progress of Education in India, 1922-27. Ninth Quinquennial Review, Vol. I, Calcutta : Government of India, Central Publication Branch-1929, pp. 17-18.

and ~~Registrar~~ in two provinces a Registrar of Departmental examinations. The 27 gazetted officers of the Indian Educational Service and Provincial Educational Service in the Headquarters officers.<sup>1</sup>

### The Inspectorate

'In each province the inspecting agency consists of men and women. The inspectorate generally forms a hierarchy with divisional inspectors assisted by deputy or assistant inspectors, in each division; and with deputy or district inspectors, assisted by a number of assistant district inspectors or sub-Inspectors in each district.'<sup>2</sup>

### Reasons for the <sup>fail</sup> Failure of Dyarchy System in Educational Administration

As according to the Act 1919 education became a direct responsibility of Indian Ministers, but they had to face a number of difficulties and misunderstanding and complications in performing other work, because though education was a transferred subject, finance was a reserved subject under the control of English councillors. No scheme of education could be implemented without the cooperation of the councillors, and also central government stopped giving financial aid to province. So it created problems for the Indian minister of education, and the schemes were often left unfinished. Another reason was that Indian Minister had no control over the I.E.S. officers whose services were controlled by the Secretary of State for whole India. These

<sup>1</sup>Report of Indian Statutory Commission (Hartog Report) - Intern Report of the Indian Statutory Commission, Calcutta, Government of India, Central Publication Branch, 1929, p. 287.

<sup>2</sup>Ibid., p. 290.



officers regarded themselves as more experienced than the Indian Ministers and therefore, they attached no importance to their educational scheme and did not carry out their educational scheme and did not carry out their instructions; it created an ill-feeling between Indian Ministers of Education and I.E.S. officers. Since ministers obtained very limited control over them. And lastly Indian National Congress was dissatisfied with the Government of India Act and they had rejected the reforms of 1919. And also the non-cooperation movement of 1921-22 and the Civil Disobedience Movement, 1930-32 started. Even in the face of these difficulties, Indian Ministers did very useful work in the field of education especially in primary education - the main features of all the primary education Act passed from 1919 to 1930.

Another development which took place was the appointment of the Lee Commission ( Royal Commission on Superior Civil Services in India, 1923-24), as a result of the recommendation the recruitment to the I.E.S. was stopped in 1924. About the Indian Educational Services it is going to deal with in below paragraph.

The above mentioned conflict and controversies between Bureaucracy and Indian Nationalism ended with the introduction of Provincial Autonomy in 1935 and liquidation of the I.E.S..  
Indian Educational Services

Regarding the Indian Educational Service as pointed out in Part I of this chapter and chapter VII on Inspection of schools,

<sup>We</sup>  
Know in this section, will give the brief account of the history of Indian educational and provincial service in India during British period. In 1896 the I.E.S. was formed to man the key posts in the machinery for the administration of education throughout the country. Because, 'in administration matter, the sanction of Government of India was ~~the~~ needed to <sup>e</sup> creation of all new posts above a given salary in 1897 the Indian educational services (I.E.S.) created and placed in charge of all the important posts in the provincial education Department.'<sup>1</sup> The I.E.S. posts created to implement the Government of India's direction of educational policy on an all India basis, in the Lord Curson's regim, as historical development of these services were described in the Progress of Education 1922-27 as below :

'The radical changes which have taken place in regard to the position of the educational service in India were described in detail in the last quinquennial review. But even more far-reaching changes have taken place during the period now under review. The Indian Educational service first came into existence as a result of the recommendations made by the Public Service Commission of 1896, and in 1896, the superior Education service in India was constituted with two divisions the Indian Educational Service staffed by persons recruited in England and the Provincial Educational Service staffed by persons recruited in India. The Commission of 1886 recommended that recruitment should be made in England only for principals of colleges, for professors in those branches of knowledge in which the European standard of

<sup>1</sup>Prem Kirpal (Editor), Educational Studies and Investigation: Vol.I, NCERT, Pub. No.565, New Delhi, 1962,p.3.

advancement had not been attained in India and for a small number of inspectors and that all other educational appointments should be filled by recruitment in India. These two divisions were originally considered to be collateral and equal in status though the pay of the European recruit was higher by approximately 50 per cent, than the pay of the Indian recruit. Gradually, however, status to the Indian Educational Service, Later, as a result of the recommendations of the Islington Commission of 1912-16, the Indian Educational Service was formed into a superior educational service and all posts were thrown open to Indian recruitment. The Provincial Educational Service was simultaneously recognised. The number of posts in the Indian Educational Service was at the same time increased by one-third, the equivalent number of posts in the provincial Educational Service and outside it, generally with their Indian incumbents, being transferred to the superior service. This reorganisation resulted in a considerable Indianisation of the superior educational services in India. It was further decided that in future 50 percent of the total strength of the Indian Educational Service except in Burma should be filled by the recruitment of Indians. In 1924 all recruitment to the Indian Educational Service was stopped as a result of the recommendations of the Royal Commission on the superior civil services in India. The Royal Commission recommended that 'for the purposes of local governments no further recruitment should be made to the all-India services which operate in transferred fields. The personnel required for these branches of administration

should in future be recruited of Europeans that 'it will rest entirely with the local governments must be unfettered but we express the hope that Ministers on the one hand will still seek to obtain the co-operation of Europeans in these technical departments and that qualified Europeans on the other hand may be no less willing to take services under local governments than they were in the past to take service under the Secretary of State.' As a result of the acceptance of these recommendations the Indian Educational Service is being abolished and with the gradual retirement of its existing members the history of the service will be brought to an end. The Provincial Educational Services which are in course of reorganisation will eventually function under provincial control as the senior educational services in the Provinces.<sup>1</sup>

(iv) From Government of India Act of 1919 to Government of India 1935

The dissatisfaction created by the Government of India Act of 1919 and the failure of Dyarchy compelled the British Parliament to pass the new Act in 1935, 'The second mile-stone, in the development of provincial autonomy. Under this Act the provinces were for the first time recognised in law as separate entities, exercising executive and legislative powers in their own field in their own right, free in normal circumstances from central government control in that field.'<sup>2</sup> The Act was implemented in 1937, the distinction between the transferred and reserved subjects were <sup>474</sup>

<sup>1</sup>Progress of Education in India - 1922-27, Ninth Quinquennial Review, Vol. I, Calcutta, Government of India, Central Publication Branch, 1929, Para 70, p.38.

<sup>2</sup>S.N.Mukerji (Editor), Administration of Education in India, Acharya Book Depot, Baroda, 1962, p.17.

abolished (As stated already, the Act of 1919), and the entire administration of the Province was transferred to the executive responsibility to the Legislature. Thus all the provincial subjects including education were placed under the charge of the Indian Ministers. This new system of government was known as Provincial Autonomy. According to the Act of 1935 all educational activities divided into two categories only - Federal (or Central) and State ( or provincial ) as follows :

'(a) Federal (or Central) subjects :

- (i) The Imperial Library, Calcutta; the Indian Museum, Calcutta, the Imperial War Museum; the Victoria Memorial, Calcutta; and any similar institution controlled or financed by the Federation;
- (ii) Education in the Defence forces,
- (iii) The Banaras Hindu University and Aligarh Muslim University;
- (iv) Preservation of ancient and historical monuments;
- (v) Archaeology; and
- (vi) Education in centrally administered areas;

(b) State ( or Provincial ) subjects ;

All matters regarding education other than those which have been included in the Federal list given at above were regarded State or provincial subjects.<sup>1</sup> So within the province, the division between reserved and transferred subjects was abolished, even Anglo-Indian and European education was no longer reserved.

Congress Ministries were formed in 6 provinces out of 11, but they resigned within two years in November 1939, because quite

<sup>1</sup>S.Nurullah and J.P.Naik : A Students' History of Education in India (1800-1961), Macmillan and Co. Ltd., Bombay, 1962, p.321.

against her will India had been dragged into the Second World War. And after the end of the war, congress ministries once more assumed office in 8 provinces in April, 1946, and remained in office till the withdrawal of the British power in 1947.

After the end of the war in 1944 the CABE appointed a committee to prepare a plan for post-war Educational Reconstruction <sup>Sargent</sup> (Surat Plan) for the educational development to be taken up after the termination of war. The Report made many important recommendations about the administration. It said that, <sup>(i)</sup> 'the province should remain the main units for educational administration except in regard to university and higher technical education, the activities of which should be coordinated on an all-India basis.

(ii) Provincial Education should be left to make such changes in their administrative arrangements as the carrying out of education developments on the scale contemplated of may require. <sup>Experience</sup> However, suggests that they would be well-advised to resume all educational powers from local bodies, except where these are functioning efficiency.

(iii) The Director of Public Instruction should be directly responsible for the general administration of education, other than university and higher technical education, throughout the province. He should also be the Secretary for Education, should it be thought necessary to keep in existence a separate post of

this kind.<sup>1</sup>

These above mentioned recommendations were not implemented.

(V) 1935 to 1950 : From Government of Act 1935 to Indian Constitution in 1950 :

The Indian Independence Act, 1947, the country by virtue of her constitution became a sovereign Democratic Constitution Republic on 26th January, 1950, 'with a strong Federal government and twenty eight states divided into four categories; ten part A states were the former Governor's provinces; seven Part B states were the former Indian States; nine Part C states were mostly the former centrally administered areas; and two Part D states decreased to nine and one respectively with the merger of Cooch-Bihar with West Bengal in 1954.'<sup>2</sup>

Under the constitution of India education for the most part is controlled by the State Government. As Entry II of List II of the 7th Schedule to the constitution made the States completely responsible for education subject to entries 63, 64, 65 and 66 of List I and entry 25 of List III ( as given in detail in the beginning of this chapter ). All Part A and B states and some part of C States had an education Minister responsible to the Legislature ( resumed office in after the Act of 1935, Indian Minister). And education in some part C states and all part D states was state Ministers or advisers.

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<sup>1</sup>Report : Post-War Educational Development in India, Report by the Central Advisory Board of Education - 1944. Ministry of Education, New Delhi, 1964, p.136.

<sup>2</sup>(Edited), Uday Shanker and S.P.Ahluwalia : Development of Education in 1947-66; Department of Education, Kurukshetra, Haryana, 1967, p.128.

'After the re-organisation of the States in 1956, the educational set-up in all the States became almost similar to the former Part A states, as Part C and Part D states were abolished and centrally administered areas were constituted into Union Territories.'<sup>1</sup>

As mentioned above the education being a state subject, and different states were merged after independence with the different administrative educational set-up. So the variation in the operation of administration from State to State is natural, yet the basic patterns of administration machinery in regard to purpose and content, does not differ from one state to another. But the basic set-up of educational administration were the same as discussed in section II in this chapter.

~~(vi)-After-Independence-in-1952-53~~

(vi) 1950 to 1964-66 : From Indian Constitution in 1950 to Education Commission - 1964-66 :

After independence in 1952-53 Secondary Education Commission made some recommendations which were discussed below section :

In 1952-53, the Secondary Education Commission has recommended several measures for the improvement of educational administration at the national and state levels. There are the constitution of a committee both at the centre and in each state of Ministers concerned with education - as 'committee of Ministers at both level-centre and state. Second, a co-ordinating committee of the Departmental Heads connected with spheres of education, third,

<sup>1</sup>Edited : Uday Shankar and S.R.Ahluwalia : Development of Education in 1947-1966, Department of Education, Kurukshetra, Haryana, 1967,p.136.



provincial advisory boards on lines to the central advisory boards of education; and fourth to establish a statutory board - as board of secondary education in each state with a sub-committee for examinations. The recommendations of the Secondary Education Commission mentioned above given in detail and the implementation also in chapter V and VIII.

The Commission also suggested that the Director of Education should be given the status of a Joint Secretary because the Commission recognises the difficulty of having a secretary of the education department a person from the Civil Service who is often not fully conversant with educational problems and liable to be transferred frequently from one department to another.

Next paragraphs are going to discuss the recommendations of the Kothari Commission (1964-66).

Recommendations of the Education Commission of 1964-66 regarding the Educational Administration at State Level :

Lastly the Kothari Commissions in 1964-66 made the recommendations for the improvement of the State Education Department, in the Commission's view that, 'the State Education Departments are the principal agency to prepare and implement education Plan.'<sup>1</sup> But it commented that 'unfortunately no adequate attention has been paid so far to their development on proper lines. Their structure designed during the British period for every limited purposes, continues to be substantially unchanged even this date. The

<sup>1</sup>Report of the Education Commission - 1964-66, Ministry of Education, Government of India, 1966, p.456.

procedures and programmes are still largely traditional and the outlook on their officer is, more often than not, rigid and conservative.<sup>1</sup> So the commission felt that, 'the State Education Departments, as constituted at present, will not be in a position to assume responsibility for the complex and difficult programme of educational reconstruction outlined in this Report.'<sup>2</sup> So it suggested machinery for co-ordinating educational programme, and it made the following recommendations :

'(1) It is desirable to create, at the State level, some machinery to coordinate educational programmes which are spread over a number of departments and take a unified view for purposes of planning and development.

(2) A Statutory Council of Education should be created at the state level with the State Minister for Education as the Chairman. Its membership should include representatives of Universities in the State, all Directors in charge of different sectors of education and some eminent educationists. Its principal functions would be to advise the State Government on all matters relating to school education, to review educational developments in the State and to conduct evaluation of programmes from time to time through suitable agencies. Its annual report along with its recommendations should be presented to state legislature.

(3) A standing committee at the officers' level, which would include all state level officers in charge of different sectors of education should meet periodically under the chairmanship of the

<sup>1</sup>Report of the Education Commission, 1964-66, Ministry of Education, Government of India, 1966, p.456.

<sup>2</sup>Ibid.p.456.

Education Secretary.'<sup>1</sup> About the role of the Education Secretariate the Commission recommended that,

'(i) The Education secretary also, like the Education Adviser to the Government of India, should be an educationist rather than an administrative officer. It will be desirable to make this appointment a tenure post.

(ii) Broadly speaking, the role of the Education Secretariate should be to examine educational problems from the administrative and financial point of view and in the wider context of Government policies for development. It should give due weightage to the views of the Directorate in technical matters and assist the Director to function as the effective head of the Department.'<sup>2</sup>

#### State Educational Services :

As Commission suggested that at central level to creation the Indian Educational Service, similarly it suggested at state level also to create state educational service and recommended that,

'(1) There should be an adequate number of posts at higher level, namely in class I and class II. The secretaries of the District School Boards should be in class I. The District Educational Inspectors ( who will be in all I.E.S.) should have adequate assistance from officers of class I and class II status. In order to attract talented persons, recruitment is needed at three levels: Assistant Teachers' level; Class II level ( 50 percent for freshers and 50 percent for promotion) and class I level (75 percent for

<sup>1</sup>Report of the Education Commission 1964-66, Ministry of Education, Government of India, 1966, p.670.

<sup>2</sup>Ibid., p.670.

freshers and 25 percent for promotion).

(2) A major reform now needed is to re-organize the State Education Departments where necessary on the basis of specialized functionaries and what is even more urgent and important is to make adequate arrangement for their specialized training with the help to the universities.

(3) To reduce anomalies in the salaries of the departmental staff and enable transfer-ability, it is proposed that (a) the scales of pay in the teaching and administrative wings should be identical and (b) the scales of pay the departmental staff should be correlated with the U.G.C. scales of pay for university teachers.<sup>1</sup>

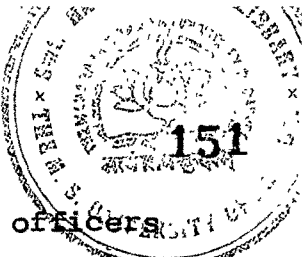
Training of Educational Administrators : About the in-service training of administrator and educational staff, the Commission recommended that :

'(i) The State Institutes of Education, in collaboration with universities where necessary, should organize the in-service educational programmes of all the non-gazetted staff on the administrative, <sup>and</sup> <sup>inspectoral</sup> <sup>and</sup> <sup>journal</sup> side. In addition, they should also organize conferences, seminars and workshops for the gazetted staff.

(2) The old practice of giving ~~f~~ furlough leave to administrators for undertaking special studies in educational problems should be revised.

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<sup>1</sup>Report of the Education Commission - 1964-66; Ministry of Education, Government of India, 1966, p.671.



(3) Some incentives should be provided for the officers who improve their qualifications materially through programmes of in-service education.<sup>1</sup>

Education Department : ~~About~~<sup>As</sup> the Education Departments at state level are under-staffed, the Commission suggested that, 'the present position in most states is that Education Departments are understaffed because the growth of the departmental staff does not precede but follows the growth in the number of educational institutions; the norms fixing, observed in practice; the expenditure for increasing the departmental staff always has low priority. The reversed of these policies is necessary subject to one reservation, viz. 'it is better to have a fewer officers at a higher level and on adequate scales of pay than a large number of officers at the lower level.'<sup>2</sup>

Education Acts : Lastly Commission recommended that,

(i) 'Education should be given a statutory basis everywhere and in all sectors and that education Acts should be passed in all states and Union Territories. These should be comprehensive and consolidated measures which will replace all the miscellaneous laws which now exist and which will also provide a statutory basis for certain important aspects of administration (e.g. Grant-in-aid code) which now exists merely in the form of executive orders.

(ii) The Government of India should issue a statement on the national policy in education which should provide guidance to the state governments and the local authorities in preparing and

<sup>1</sup>Report of the Education Commission - 1964-66; Ministry of Education, Government of India, 1966, p.671

<sup>2</sup>Ibid.

implementing educational plans in their areas.

(iii) The possibility of passing a National Education Act may also be examined.<sup>1</sup>

Procedures : And even the Commission criticized that the existing procedures in educational administration suffers from excessive emphasis on uniformity and rigidity and recommended elasticity and dynamism and change in attitude of the educational administrator, in the word of the Commission that,

(i) There should be change in the attitudes of administrators who should cultivate an openness of mind and a spirit of enquiry rather than a rule-of-the-thumb approach which tries to stick to establish<sup>ed</sup> practices even when they cease to be meaningful.

(ii) The practice of holding periodical reviews, say, every three or five years of important administrative practices with a view to chopping off dead wood and putting in fresh grafts where necessary should be established.

(iii) Inter-state contacts should be built up and comparative studies in different state practices in all administrative matters should be encouraged. Periodical comparative studies in educational administration which would involve the State Education Departments closely should be made.

(iv) The evaluation of the technique of detailed programming of the plan projects and the training of officers in them is the responsibility of the State Institutes of Education and the National Staff College for Educational Administrators.

<sup>1</sup>Report of the Education Commission, 1964-66, Ministry of Education, Government of India, 1966, p.671.

(v) The modern 'officer-oriented system where most of the work will be done by the officers at their own level with the help of a small secretariate staff should be adopted.'<sup>1</sup>

These all recommendations are yet to be implemented.

Next section is going to deal with the present administrative set up of the State Education Department at state level.

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<sup>1</sup>Report of the Education Commission, 1964-66, Ministry of Education, Government of India, 1964, pp.671-72.

PART II  
STATE LEVEL -

Section II

The Present Administrative Set-up at State Level

Introduction

The Section II of the Part II of this chapter dealing with the present administrative set-up of the State Department of Education, keeping in view the historical background discussed in Part II in Section I.

It has been seen from the foregoing pages in Part II Section I of this chapter that the present Ministry of Education at State level has its actual origin in 1919. But before that its gradually process of State education administration was started after the Act 1813 and 1854. the Wood's Despatch recommended the creation of the Department of Education at provincial level but largely it established under the government of India Act of 1919 education became a transferred subject and it was put under a elected Indian Minister, And from that it gradually developed from 1919 to 1966 through the Act, regulation and constitution etc. into the present form of the Ministry of Education at State level. Its constitution, duties, function, personnel were discussed in the following paragraphs.

Education had been a provincial subject since 1921, and introduction of provincial autonomy under the Government of India Act of 1935, brought education under the full control of the Provincial State Minister of Education. The constitution in 1950 has not made any marked improvement upon the Government Act of 1935



in this respect. As already mentioned in the beginning of this chapter that in educational matters general powers, except those exclusively de demarcated for the Union Government under entire 1963-66 of List I Entry 25 of List III are left with State Governments.

#### Administrative Machinery at State Level :

State Department of Education : The Head of Educational machinery in every state ( except the centrally administered areas ) is a Minister responsible to the legislature. He is chosen by the chief Minister from among the members forming his party or group of parties for his interests in educational affairs, and holds the office as long as his party is in power and he enjoys its confidence. According to requirement Education Minister may <sup>be</sup> assisted by a Deputy Minister. 'It may, however, be noted that they may not be responsible for all branches of education. General education is his responsibility but other ministers and departments have under their control schools and colleges pertaining to their special fields like medical education, technical education, agricultural education, industrial education and the like.'<sup>1</sup>

The Minister of Education performed his administrative function through the Department of Education. The main functions the Minister has to perform are as follows :

'(1) To provide leadership for the entire educational system of the State;

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<sup>1</sup>S.N.Mukerji : Administration of Education, Planning and Finance (Theory and Practice), Acharya Book Depot, Baroda, 1970, p. 137

of the State,'

(2) to advise the legislature with respect to educational legislation;

(3) to coordinate educational activities throughout the state;

(4) to determine the effectiveness of the States' programme of education;

(5) to assist private managements and local bodies in conducting their schools, and

(6) to direct research activities necessary for solution of educational problems.<sup>1</sup>

The State Department of Education :

The State Department of Education is organised at two focal points; the policy-making and co-ordination function in the secretariate and direction, regulation and inspection function at the directorate. So the Department of Education has two wings for administering the above mentioned function, viz.,

- (i) The Secretariate of Education, and
- (ii) The Directorate of Education.

(i) The State Secretariate of Education : The Secretariate is directly connected or with the education minister and the deputy minister. The Secretary is the administrative head of the secretariate. He is usually from Indian Administrative service (as in British period they were members of Indian Civil Service) Cadre and works a liaison between the Director of Public

<sup>1</sup>S.N.Mukerji : Secondary School Administration - Its Principles and Functions in India : Acharya Book Depot, Baroda, 1963. p.29.

Instruction and the Government besides holding administrative check over the Director of Public Instruction. He is the principal officer in the Secretariate. He is assisted by a deputy secretary and a few assistant secretaries, who are technical men.

Functions of the Education Secretary are as follows :

(i) Administrative and financial adviser to the Education Minister, on all aspects of the educational schemes and proposals made by the State Director of Education;

(ii) The State educational policy is decided in the secretariate on the advice of the Education Secretary and other advisory bodies;

(iii) All major decisions are also taken here, state decisions are put in the form of Government Resolution (G.R.) and communicated to the Directorate of Education under the signature of the Education Secretary;

(iv) The transfers etc. of Government Class I and II education officers are also decided in the education secretariate.<sup>1</sup>

The Education Secretary is thus a very important officer. For most of the purposes, he is a superior officer of the Directorate of Education. The letters and unofficial reference of the director passes through the Secretary's hands and are noted by him before they reach the Minister. So he is the eye and ears of the minister.

Thus, the State Secretariate in education is the policy-making and supreme controlling body in the administration of education at the State level.

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<sup>1</sup>D.M.Desai, Outline of Educational Administration in India (Small booklet), A.R.Sheth & Co., Bombay-2, 1954, pp.24-25.

(ii) The Directorate of Education : The Directorate of

Education is an executive body. It carries out the policies are laid down at the secretariate regarding different aspects of education. It is the connecting link between the Government and educational institutions scattered in different parts of the state, and all government orders in the form of G.R.S. are implemented in educational institutions all throughout the State by the Directorate's office. It keeps the Government informed regarding the educational needs and actual progress of education in the State, people's reactions to a government policy of education, towards grants, conducts research etc.<sup>1</sup> It recognises, controls and aids private educational institutions, it administers the State educational institutions, it administers educational budget as sanctioned by the State legislature; and to advise the education Minister on all matters regarding education in the State. 'The Directorate of Education is the eye, ears and feet of the State Government in the field of education.'<sup>2</sup>

Director of Education : He is the executive head of the directorate or some places known as the Director of Public Instruction. 'The Director of Education is invariably chosen from the State Educational Service and as a rule, reaches this high position only after considerable experience in the State Department of Education, generally after experience as an inspector.'<sup>3</sup>

<sup>1</sup>S.N.Mukerji : Secondary School Administration - Its Principles and Functions in India, Acharya Book Depot, Baroda, 1963, p. 29.

<sup>2</sup>S.N.Mukerji : Administration of Education, Planning and Finance Theory and Practice, Acharya Book Depot, Baroda, 1970, p. 138.

<sup>3</sup>S.N.Mukerji : Administration of Education in India, Acharya Book Depot, Baroda, 1962, p. 80.

As some of the States have al recently adopted a policy of appointing an I.A.S. Officer as Director of Education, 'in the light of increasing administrative work involved in the Education Directorate, and assigning educational work to the Joint Director of Education who will be an officer of the State Education Service.'<sup>1</sup> 'He is, in fact, the expert adviser to the Minister in matters of policy and in some of the States he takes his place besides the minister in the legislative assembly. He is the highest executive authority in education, and is responsible for the administration of education of the entire State.'<sup>2</sup>

Functions of the Director of Education : The Director of Education has manifold duties and responsibilities to perform as follows :

As described by D.M.Desai, that, 'His duties fall broadly into ten categories: those pertaining to (i) the implementation of the State Government's educational policy all; through the State; (ii) The establishment, maintenance and control of Government institutions; (iii) the recognition, supervision, control and financial assistance (grant-in-aid) to private institutions; (iv) the training of teachers; (v) the preparation of the State Five Year Plans in education; (vi) representing the State Government on all-India advisory bodies of education and on committees and conferences arranged by the Centre; (vii) the presentation of the views of the State Government at the meeting of the Senate and Syndicates of the universities of the State, as their ex-officio member; (viii) the preparation of annual State Education Budget

<sup>1</sup>D.M.Desai, Outline of Educational Administration in India (Small booklet), A.R.Sheth & Co., Bombay, 1964. p.25.

<sup>2</sup>S.N.Mukerji (Editor): Administration of Education in India, Acharya Book Depot, Baroda, 1962, p.80.

for the consideration and approval by the State Legislature; and  
 (ix) deputising for the Minister of Education in the State Legislature when they are out of station to answer questions raised by the members on any aspect of education in the State.  
 (x) discharging the function of a clearing house on the development of education in the State, and publishing the yearly reports on the State's progress of Education.<sup>1</sup>

It should not be possible that the Director of Education can alone be able to perform the above mentioned functions and carries on the educational administration of the State, so he is assisted by a number of Deputy or Assistant Directors depending on the size of the State, perform the work delegated to them by the Director of Education. Below them are various grades of inspectors and inspectresses (for girls schools) deputy inspectors and deputy inspectresses, sub-inspectors and sub-inspectresses, to perform the function of inspection of primary, secondary school in the State.

For the proper administration of education a State is generally divided into circles or division, consisting of a group of districts. Each circle or division is under the charge of a circle inspector or a divisional inspector or some states called superintendents. These circles or divisions again are divided into District. Each district is administered by the district educational inspector or officer who is assisted by a number of assistants viz., deputy, sub-deputy or sub-inspector

<sup>1</sup>D.M.Desai : Outline of Educational Administration in India (Small Booklet), A.R. Sheth and Co., Bombay-2, p.26.

as mentioned above. In some states they have abolished a division or circles, and divided the whole state ~~divided~~ into districts and district Educational Inspector is in charge of the district inspectors are in charge or responsible for secondary education, the assistant, sub-deputy inspectors are in charge of primary education and being connected with the administration of Primary schools under the District Boards. The functions of these officers were discussed in the IV, V and VII chapters in detail.

So at the headquarters, the Director of Education is incharge and his responsibility is shared by an additional or a joint director in some states. Under him are the deputy/assistant Directors as already mentioned. These are 'assigned either to a district programme like primary education, secondary education, women's education teacher education or to an administrative duty like finance, personnel management etc. Due to the introduction of new subjects like Commerce, audio-visual education, physical education etc. special inspectors are appointed for these subjects.'<sup>1</sup>

#### Advisory Bodies

Every state has a number of advisory and/or statutory bodies as at the centre. As already mentioned in Part I of this chapter these all bodies are established according to the recommendation of the Commission appointed between 1854 to 1966 in the country. The most important of these bodies at State level

<sup>1</sup>S.N.Mukerji: Administration of Education, Planning and Finance. (Theory and Practice), Acharya Book Depot, Baroda, 1970, p.139,

are : (i) The State Council of Education, (ii) The State Board of Primary Education (Statutory); and (iii) The Board of Secondary Education (Statutory).

The purpose, composition, duties and functions are discussed in detail in chapters IV, V and VIII.

Next Part is going to deal with the local authorities or local level.



## PART III

## EDUCATIONAL ADMINISTRATION OF LOCAL LEVEL

## Section - I

Introduction

The development and association of Indian Local Bodies with administration of education in general and that of primary education in particular was the result of the recommendations of several Commissions and Committees appointed between 1854 to 1966.

Like in most countries of the world, e.g. U.S.A., U.K., Danmark etc., ; the local bodies stand at the lowest rung of the education administration ladder of Government organization in India. They are connected at the primary education level. These local bodies are a great force, since 1882 upto now in promoting and strengthening education, especially in the field of primary education. The administration of primary education is closely related with the development of local bodies in India.

In India, the local bodies were assigned a role in education quite early in the history of modern education. The early record that one could be traced regarding the educational work of the English Settlers, was in 1687 when the court of Directors asked the Governor of Madras to form a municipality for the town of Madras. In their letter of 28th September of the same year they made the following suggestion regarding the administration of education by municipal authorities - ' The Court of Aldermen may, by virtue of power granted by our intense charter assess and levy a rate upon the inhabitants for building of one or more free

school or schools for teaching the English tongue.'<sup>1</sup>

But actually the local bodies association with education started quite later after this period. Only after 18<sup>th</sup> century, 'in urban areas, the British Officer created municipal administration primarily for the purposes of sanitation, roads and lighting, rather than education.'<sup>2</sup> But in rural areas the local boards were paying the levy of local rates for educational purposes. These two above mentioned bodies had nothing to do with educational administration at any level.

#### Reasons for Creation of Local Bodies in India

The local bodies were created by the British rulers Says A. Misra that 'not so much because they were anxious to grant some autonomy in local administration to Indian people but because they want to relieve the district officials of some of their administrative burdens; and later they encouraged them to placate nationalist aspirations.'<sup>3</sup>

The second reason was that of influence of England where the tradition of local control in education has been very strong, partly due to the idea that education is a joint responsibility of the local community and the nation. 'It is but natural that strong English traditions for the partnership of local bodies in the administration of education should influence educational policies in India and that local bodies should be entrusted with

<sup>1</sup>J.M.Sen : History of Elementary Education in India. Pub.: The Book Corporation Ltd., College Square, Calcutta, 1933,pp.38-39.

<sup>2</sup>S.N.Mukerji : Administration of Education in India. Acharya Book Depot, Baroda, 1962,p.103.

<sup>3</sup>A.Misra : Educational Finance in India. Bombay,Asia, 1962,p.349.

a share in the administrations of education.'<sup>1</sup>

The third reason as quoted by B.G.Kher was political as described that 'Indian nationalism began to develop very early and in order to meet ~~it~~ the British-imperialist decided to utilize local bodies as half-way house, by Indianizing them on the one hand and granting them larger powers and responsibilities on the other.'<sup>2</sup>

Lastly there was financial reason due to 'the decentralization in 1870 that thus began on financial grounds some came to stay as a measure of general administrative reform and the levy of local rates to meet a specific situation of financial stringency ultimately resulted in giving local bodies a share in administration of education in general and of primary education in particular.'<sup>3</sup>

So due to these reasons 'the British Government found it convenient, to make a beginning at the lowest rung of the official ladder and to transfer such functions only to Indian control as were politically ~~inexpedient~~.'<sup>4</sup> *innovative*

But prior to 1882 there were no legislations for village panchayat, ~~the~~ and hence main types of local bodies were two : (a) municipalities in towns and cities, and (b) district, and taluka local board for rural areas.

The local bodies of this period made substantial contributions

<sup>1</sup>S.N.Mukerji : Administration of Education in India, Acharya Book Depot, Baroda, 1962, p.101.

<sup>2</sup>Report : (B.G.Kher), Report of the Committee on the Relationship Between State Government and Local Bodies in the Administration of Primary Education. Ministry of Education, Govt. of India, 1954, p.8

<sup>3</sup>Ibid. p.8

<sup>4</sup>S.N.Mukerji : Administration of Education in India, Acharya Book Depot, Baroda, 1962, p.102.

contributions to the expenditure on primary education, especially in rural areas but, the authority over the administration of primary education centralised in the officials of the education department. Only after the recommendations of the Indian Education Commission (1882) and the Resolution of Lord Ripon on the Local Self-Government Municipal Act (1882) were clearly indicated the local bodies and their association with administration of particularly with primary education. Since then upto 1966, so many Commissions and Committees have said and recommended about the association of local bodies with the administration of primary education.

This Part III is divided into two sections. Section I is going to deal with historical development and Section II deals with present educational administrative set up at district level.

### Sources

The important sources of data are the report of the Indian Education Commission 1882, the Montague-Chelmsford Report on Indian Constitution Reforms 1918, the Indian Statutory Commission, Intern Report - 1929 (Hartog Report), the Post-war Development of Education in India - 1944 ( Sargent Report ), the Report of the Committee on the Relationship Between State Government and Local Bodies in the Administration of Primary Education - 1954 (Kher's Committee), Balwantrai Mehta Committee's Report on Democratic 1957 and the Education Commission 1966 ( Kothari Commission ). Reviews, Government's Publications and Books related to the subject.

### Organization of the Chapter

The chapter is mainly dealing with the development of local bodies or local authorities associated with administration of education, especially Primary Education administration, because in India it is indissolubly connected with the growth of Local Self-Governments. The chapter is divided into seven parts.

They are the following :

- (i) 1854 to 1882 : Despatch 1854 to Hunter Commission
- (ii) 1882 to 1919 : Hunter Commission to Montague-Chl<sup>CS</sup>emford.
- (iii) 1919 to 1929 : Montague-Chl<sup>CS</sup>emford to Hartog Report
- (iv) 1929 to 1944 : Hartog to Sargent Report
- (v) 1944 to 1952 : Sargent to Kher's Report,
- (vi) 1952 to 1958 : Kher to Balwantrao's Report, and
- (vii) 1958 to 1966 : Balwantrao to Kothari Commission

The next section is going to deal with historical development of educational administration to know how the present association of local bodies with educational administration developed through the recommendations of the above mentioned commissions and committees.

### Historical Development

Prior to 1882 there were only two main types of local bodies in the country, as mentioned below :

- (a) Municipalities in towns and cities, and
- (b) District and taluka boards in rural areas

But there was no legislation for village panchayat and even early municipalities had nothing to do with education

and could legally incur any expenditure for educational purpose, the municipalities of this period made very small contributions for primary education, because as the primary object is <sup>n</sup>'creating them was to improve roads, light and sanitation, etc., in urban areas. So they had nothing to do with educational administration.

But in rural areas as described by B.G.Kher, the position was entirely different. Here the idea of levying rates for educational purpose was entertained right at the start. As early as 1851, Mr. Thompson, the Lieutenant Governor of N.W. Province, levied a rate of one percent on land revenue which was charged equally between Government and Landlord for the maintenance of primary schools in rural areas. The success of his scheme emboldened the Despatch of 1859 to direct that such rates should be levied everywhere in order that was carried out in the states except Bengal.<sup>1</sup> In accordance with these orders, local cesses for elementary education came to be levied in the rural areas in most parts of British India between 1861 to and 1880.<sup>2</sup>

On the whole, it may be said that the local bodies of this period made substantial contribution to the expenditure on primary education especially in rural areas. The local fund cess on the land revenue was collected almost only in rural areas. There was no corresponding levy in urban areas and the municipalities were only permitted to spend some money on primary education. Consequently they did not exert themselves and a large

<sup>1</sup>B.G.Kher : Report of the Committee on the Relationship Between State Government and Local Bodies in the Administration of Primary Education, Ministry of Education, Govt. of India, 1954, p.9.

<sup>2</sup>The Indian Year Book of Education, 1964, Secondary Year Book: Elementary Education, NCERT, 1964, p.13.

amount of the cess collected in rural areas<sup>1</sup> came actually to be spent in urban areas, and even, 'the municipalities did not contribute their proper share to educational expenditure on education and did not make any minimum contribution obligatory.'<sup>1</sup> And even 'the boards were incurring expenditure on primary as well as higher education from their funds and it was open-question whether Grants should or should not be given to local bodies on account of educational expenditure incurred by them.'<sup>2</sup>

As pointed out in the above paragraph that the more funds were collected in rural areas but actually spent on urban areas. This created the dissatisfaction between urban and rural areas. As mentioned by S.N. Mukerji, 'it was settled by Lord Mayo who declared that local bodies were entitled to claim a grant-in-aid from provincial revenue on account of their educational expenditure.' And also at the same time in 1870 Lord Mayo introduced a system of administrative decentralization under which Provincial Governments were made responsible on certain service (Jail, Police, Education and Roads ) inclusive of education and were given for that purpose, a fixed grant-in-aid and certain sources of revenue and by 'transferring the control of education departments Provincial Government and permitting them to spend their own educational income. Education, thus became a 'Provincial Subject' for purposes of day-to-day administrations. But Central Government

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<sup>1</sup>S.N.Mukerji (Editor) : Administration of Education in India, Acharya Book Depot, Baroda, 1962,p.104.

<sup>2</sup>Ibid., p.104-5

<sup>3</sup>Ibid., p.105.

still retained large powers of control over it. For instance, both the Central and Provincial legislature had current powers to legislate on all education matters.<sup>1</sup>

Actually in December 1870 the Central administration under the Government of India came to an end, under Decentralisations Resolution No. 3334 dated 14th December, 1870. The Government of India made Provincial Governments to make certain developments of administration of which education was one. Reserving certain powers of supervision to itself, the Provincial Governments were granted freedom to spend money and with the additional authority to allocate funds to education either of new taxes or from the saving in other Departments. This made it possible for Provincial Governments 'to lay down their own policies for Provincial Government, make plans for educational expansion and improvement, and in short to take an active interest in educational affairs.'<sup>2</sup> According to the Act of 1870 the Local Fund Acts were passed between 1869 to 1880 in all British Province except in Bengal Province.

And even under the District Local Funds Boards and Committees were established, and under their constitution the Boards and Committees were official and non-official members. As described by the Hunter Commission (1882), 'The gradual execution of Self-Government has created certain corporate organisations which

<sup>1</sup>Prem Kirpal : Educational Studies and Investigation. Vol. I. NCERT, No.565, 1962,p.3.

<sup>2</sup>Quoted. H.R.Joshi (Thesis), Mx22., 'A Critical Study of Problems of Administration and Finance in Primary Education in Gujarat State with Special Reference to the Present Working and the Role of Panchayati Raj Bodies in South Gujarat', M.S.University of Baroda, Baroda, 1973,p.145.



represent popular power in the country and the town. The country board can collect in Madras and Bombay Local Funds Boards, and elsewhere District Committees. The circle of the Boards influence in sometimes co-extensive with the area of the sub-divisions of Districts, which are called tahsils. The jurisdiction of the Board or Committees within these rural circles usually excludes the larger towns or cities, which form municipalities under the control of their own, Municipal Boards or Committees. The obvious advantages of connecting the education of the masses with local popular organisation has long been recognised. But as the development of Self-Government over the immense areas included in the geographical expansion, India has proceeded on no uniform basis, and has even varied materially within each province, so the control which the several boards have acquired over primary schools differ in every possible degree. The growth of municipal institution as the conditions of life in large cities of India are so much more uniform than can be expected in rural tracts.<sup>1</sup>

#### Reasons of Failure of Democratic Decentralisation

The Boards and Committees were intended <sup>for</sup> experiments in democratic decentralisation and in Self-Governing institutions. To these Committees the responsibilities and control of primary education was transferred as mentioned in above section. But they failed to function satisfactorily, although the contribution of the local bodies was thus the largest of all 'power did not pursue and most of the authority over administration of primary education was

<sup>1</sup>Report of the Indian Education Commission - 1882, Printed by Superintendent of Government of India Printing, India, 1883, Calcutta, p.151.

was centralised in the officials of the Education Department. This was partly due to the fact that the local bodies of this period were undemocratic and they were not quite representative.<sup>1</sup> Secondly, because the members were mostly official and from landlords who were not much interested in educating rural children of the masses. Thirdly, as pointed out by the Hunter Commission (1882) that, 'the enlargement of the scheme of Self-Government divides urban boards in municipal towns from rural boards. As long as the former can cast, on the latter burden of providing elementary education for the town population, the municipal authorities will be content to do nothing, and will have the cost of maintaining these schools to be met either from local funds or else from provincial revenues'.<sup>1</sup> Because there was no corresponding levy in urban areas and the municipalities were only permitted to incur some expenditure on elementary education .. larger amount of the cess collected in rural areas came actually to be spent in urban areas'.<sup>2</sup> And lastly that, partly due to difference of the local bodies themselves that they did not exercise even delegated power to them in theory, as quoted by B.G.Kher that, 'It would, therefore, be quite correct to say that the association of local bodies with the administration of primary education during this period was, more or less, nominal and theoretical and that they did little beyond augmenting the revenues in support of primary education.'<sup>3</sup>

<sup>1</sup>Report of the Indian Education Commission, 1882, Printed by the Superintendent of Government Printing, India, 1883, p.157.

<sup>2</sup>The Indian Year Book of Education 1964, Second Year Book of Elementary Education, NCERT, 1964, p.15.

<sup>3</sup>Report of the Committee on the Relationship Between State Government and Local Bodies in the Administration of Primary Education (Kher Report), Ministry of Education, Govt. of India, Pub.No.151, 1959, p.10.

The Lord Mayo's Self-Government Act of 1870 through which education was transferred to Provincial Government, and District Local Boards and Committees were established. But they actually failed to administer primary education due to above mentioned reasons.

It shows that upto 1881 the primary education's association with the local bodies was more on financial grounds than administrative.

Actually the administration of primary education, and the history of local bodies and their association with the administration of education in India began to improve only after the recommendations of the Indian Education Commission (1882).

The Indian Education Commission 1882 ( Hunter Commission )

The recommendations of the Hunter Commission and Lord Ripon Resolution, and Local Self-Government Act and Municipal Act, provided dimensions of charge and reconstruction and definite directions in 1882 for local bodies, their legislations and association with education administration. The Commission gave the particular emphasis to the development of primary education very greatly. It made the recommendations that the responsibilities of primary education should be transferred to local bodies, the District Boards or Councils in rural areas and the Municipalities in urban areas.

The Commission (1882) made the following recommendations regarding the transfer of the administration of primary education to local authorities :

'1. That the duties of Municipal and Local Boards in controlling or assisting schools under their supervision be regulated by local enactments suited to the circumstances of each Province.'<sup>1</sup>

Here the Commission seems to be influenced, in many ways, what happened in education in the country of rulers, the English under the elementary education Act of 1870 and 1876. The whole country was divided into large number of school districts and each school district was provided with a local committee with powers to levy taxes to provide schools. The Commission (1882) made the similar recommendations for Indian local bodies also.

'2. That the areas of any Municipal or rural unit of Local-Self-Government that may now or hereafter exist be declared to be a school district, and school boards be established for the management and control of schools placed under their jurisdiction in each such district.'<sup>2</sup>

The above recommendations the Commission suggested no nuclei of comparatively independent administration units. Every Provincial Government was therefore taken as a separate unit, in India mainly due to the size of the country and existence of variety of cultural and linguistic areas.

About the control and duties of the School Boards the Commission made the following recommendations.

<sup>1</sup>M.R. Paranjape : A Source Book of Modern Indian Education ; Macmillan and Co. Ltd., Bombay, 1938, p. 198.

<sup>2</sup>H.R. Joshi (Thesis : 'A Critical Study of Problems of Administration and Finance in Primary Education in Gujarat State with Special Reference to the Present Working and the Role of Panchayat Raj Bodies in Southern Gujarat.' M.S. University of Baroda 1973, p. 198.

'3. That the control of each school-board over all schools within the said school-district be subject to the following provisions.

- (a) that it be open to the Local-Government to exclude any school, or any class of schools, other than schools primary instructions for boys, from the control of such school-boards;
- (b) that any school which is situated in the said school-district, and which receives no assistance either from the Department, continue, if the managers so desire it, to be independent of the control of the school-board;
- (c) that the managers of any institution which receive aid either from the board or the Department, continue to exercise in regard to such institution full powers of management subject to such limitations as the Local Government may from time to time impose as a condition of receiving aid;
- (d) that the school-board may delegate to any body appointed by itself or subordinate to it any duties in regard to any school or class of institutions under its control which it thinks fit so to delegate.<sup>1</sup>

Regarding internal Management of the School Boards, that the appointment, dismissal and of the teacher's should be left to the school boards subject to the rules and regulations framed by Local Governments, the Commission made the following recommendation.

4. That the appointment, reduction of salary or dismissal, of teachers in schools maintained by the board be left to the school-board; provided that the said board shall be guided in its

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<sup>1</sup>M.R.Paranjape : A Source Book of Modern Indian Education, 1797 to 1902. Macmillan and Co., Ltd., Bombay, 1938, pp.198-99.

appointments by any rules as to qualifications which may be laid down from time to time by the Department; and provided that an appeal shall lie to the Department against any order of dismissal or reduction of salary.'<sup>1</sup>

As from the above recommendations about local bodies, the Commission suggested that, the areas of District or a Municipal Boards be fixed as the School areas and that the local body concerned should either itself or by means as the School Board for that particular locality with full power and control over primary education. Even the transfer of all government primary schools to these Boards was considered necessary.

As mentioned by S.N.Mukerji that, 'thus the main aim of the Commission was to place the entire responsibility on one body.'<sup>2</sup>

#### Implementation of the Recommendations of the Indian Education Commission - 1882

The recommendations soon found acceptance with the Government of India because Lord Ripon's Resolution of 1882, on Local Self-Government and two important acts were passed. They were the Municipal Act and the Local Self-Government Acts in 1883 to 1885. Through these Acts the Local Self-Government institution introduced in the country, played an important part in the general system of public instruction. During 1882-85,

<sup>1</sup>M.R.Paranjape : A Source Book of Modern Indian Education, 1797 to 1902. Macmillan and Co. Ltd., Bombay, 1938, pp.198-99.

<sup>2</sup>S.N.Mukerji : History of Education in India (Modern Period), Acharya Book Depot, Baroda, 1961, p.162.

several important measures were passed in the legislative Council introducing Local Self-Government. The powers and duties of local institutions, were laid down in a number of Acts passed by the Provincial Governments. The Municipal Boards and Local Boards were established, and, 'a fairly large devolution of authority ought to have been made immediately after 1882.'<sup>1</sup> as described in the review 1897-98 that 'the institution may be divided into the two main classes : the Municipal Boards, Committees, or Councils who managed the affair of the towns, and the Local Boards or Councils whose jurisdiction extends over rural areas. In most Provinces the general system of rural boards comprises District Boards with authority over a district, and subordinate to whom they delegate certain powers and functions for smaller areas contained within the district, in the more advanced parts of the country the Municipal Boards have been allowed a large measure of independence and usually have a non-official, in rural areas, where the capacity for self-Government is less developed, a smaller degree of independence has in general been conferred, and the District Magistrate is usually the Chairman of the Board.'

Secondly the Resolution of Lord Ripon on Local Self-Government (1882) opened a new chapter in the history of local bodies and in their association with the administration and had created a favourable climate. A definite lead to the

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<sup>1</sup>Review : Progress of Education in India - 1897-98, 1901-02, Vol.I, Calcutta, Office of the Superintendent of Government Printing Press, India, 1904,p.32.

advocated primary education as an instrument of political and popular education. The Resolution laid down the following fundamental principles regarding the constitution of local bodies.

- (a) ' the area entrusted to each local body should be fairly small ( for municipalities, the towns and cities were to be taken as units; and in rural areas, the talukas were to be the units.).
- (b) the local bodies should have non-official majorities, (in no case the official members to be more than one third of the whole ) and, whenever possible the principle of election should be introduced ; (members of the Board to be chosen by election).
- (c) the chairman of local bodies should, as far as possible, be non-official;
- (d) Government control over local bodies should be exercised from without rather than from within;
- (e) local services should be under the control of local bodies; and
- (f) that local bodies should have elastic and adequate financial resources.<sup>1</sup>

As a consequence of Lord Ripon's directive and the principles regarding the constitution of local bodies and the recommendation of the Indian Education Commission that the administration of Primary Education was first transferred to local bodies between 1884-1889. The Local Boards or Councils and Municipal Boards or Councils came to be established in each

<sup>1</sup>B.G.Kher : Report of the Committee on the Relationship Between State Government and Local Bodies in the Administration of Primary Education, Ministry of Education, Government of India, Pub. No. 151, p.1954, p.10.



Province, Primary Education was declared to be an obligatory duty of these Local Boards. And the Provincial Government were committed to three main lines of policy : '(a) democratisation and development of local bodies, (b) the payment of larger and adequate grant-in-aid, and (c) the transfer of larger powers to them in educational matter.'<sup>1</sup>

The extent of the transfer of power was greater in the case of Municipalities than in the case of Local Boards in rural areas. The reason was simple, that the public opinion was more developed in urban areas than in rural areas.

But the results were not very happy<sup>a</sup> and local bodies could not function satisfactorily, and it showed that Primary education would not advance, <sup>spite</sup> ~~instead~~ of Lord Ripon's desire and opinion was that, 'the Local bodies should develop as 'an instrument of political and popular education'; and as 'the efficiency of administration would definitely improve with the development of Local-Self-Government institution. He held the view that it was not only a bad policy but even sheer waste of power not to utilize the services of the growing intelligent class public-spirited men in the country, and said that Local bodies must succeed:

- (i) if adequate resources were made available,
- (ii) if the transfer of duties involving additional expenditure was simultaneously followed by transfer of additional and adequate resources ;

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<sup>1</sup>S.N.Mukerji (Editor), Administration of Education in India, Acharya Book Depot, Baroda, 1962.p.105.

- (iii) if Government officers 'set themselves to foster sedulously the small beginnings of the independent political life and came to realise that the system really opened to them a fair field for the exercise of administrative and directive energy than the more autocratic system which it superseded.'<sup>1</sup>

As pointed by J.P.Naik that, 'but unfortunately these directions were forgotten very soon'.<sup>2</sup> By 1921 several defects became manifest, and the progress of primary education achieved during this period was not satisfactory. The reasons were :

(1) 'the fact that liberal principles laid down by Lord Ripon were not accepted and acted upon by his successors. (ii) They were thought to be in advance of time, and Provincial Government whittled them down in the course of giving legislative effect to them. In the day-to-day administration, the district officers and their subordinates whittled them down still further.

(iv) Election was introduced but without a broad franchise;

(v) Provision for election of non-official chairman was made in the law, but in practice the official chairman was still retained;

(vi) Financial independence was not conceded to Local bodies.'<sup>3</sup> and

(vii) '(a) The powers enjoyed by Local bodies in administration of Primary education were nominal, (b) the Boards were dominated

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<sup>1</sup>Report of the Committee Government and Local Bodies in the Administration of Primary Education, Govt. of India, No.151, 1954, p.11.

<sup>2</sup>Syed Nurullah and J.P.Naik, A Students History of Education in India, (1800-1961), Macmilland & Co., Bombay, 1962, p.200.

<sup>3</sup>Report of the Committee on the Relationship Between State Government and Local Bodies in the Administration of Primary Education, Ministry of Education, Govt. of India, No.151, 1954, p.11.

by official influence and the voice of the District Officials of Government was still supreme in their management, (c) so far as rural areas were concerned the working of the Local-Self-Government institution as such ; (d) This district was too big an area to be the unit of administration, (e) The primary schools and their administration could not be brought close to the people; and (f) the last defect was that the main responsibility for primary education was placed on a local body the resources of which were far meagre and elastic.<sup>1</sup>

(viii) 'The proper guidance or training that the officials were expected to give to Indians in the management of local bodies did not generally become available.'<sup>2</sup>

All these defects and reasons affected the progress of education and administration of primary education, so in 1921, the Diarchy System of administration came into operation in all the provinces of British India under the Government of India Act of 1919, through the recommendation of the Montague-Chelmsford Report on Indian Constitutional Reforms dated 22 April 1918. This happened due to the following reasons : As quoted by B.G.Kher, that 'Circumstances changed considerably in the year between 1901-02 and 1921-22, Curzon turned a new page by deciding that primary education had 'hitherto received insufficient attention and an inadequate share of public funds.'<sup>3</sup>

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<sup>1</sup>H.R.Joshi (Thesis): 'A Critical Study of Problems of Administration and Finance in Primary Education in the Gujarat State with Special Reference to the present working and the Role of Panchayat Raj Bodies in Southern Gujarat, M.S.Univ., Baroda, 1973, p.152-53.

2. S.Nurullah and J.P. Naik : A Students History of Education in India (1800-1961), Macmillan and Co. Ltd., Bombay, 1962, p.200.

<sup>3</sup>Report of the Committee on the Relationship Between State Govt. and Local Bodies in the Administration of Primary Education, Ministry of Education, Govt. of India, No.151m1954, p.12.

Secondly, 'this<sup>2</sup> was a period of boom when the Imperial and State Governments, had larger resources to give although the revenues of local bodies (except in the case of municipalities) to some extent.'<sup>1</sup> ?

Thirdly, 'Between 1910-1912, Gokhale agitated that initiative introducing compulsion should be left to local bodies - a view which steadily gained ground.'<sup>2</sup> and 'strong demand for the introduction of compulsory primary education began to be put forward by the Indian people.'<sup>3</sup>

Fourthly, 'the political consideration of stemming the rising tide of Indian nationalism also led to a greater democratisation of local bodies and increase in their powers.'<sup>4</sup> and

Lastly, 'The unsatisfactory state of affairs did not attract much attention. The Decentralisation Commission of 1909 recommended that larger powers should be delegated to the local bodies,'<sup>5</sup> and also the Nationalist leaders vehemently opposed the control of Indian education by foreigners.

<sup>1</sup>Report of the Committee on the Relationship Between State Government and Local Bodies in Administration of Primary Education, Ministry of Education, Govt. of India, No.151, 1964, p.12.

<sup>2</sup>Ibid., p.17.

<sup>3</sup>The Indian Year Book of Education 1964, Second Year Book Elementary Education, NCERT, 1964, p.18.

<sup>4</sup>(Same) as 1, p.17.

<sup>5</sup>S.N. Mukerji (Editor): Administration of Education in India, Acharya Book Depot, Baroda, 1962, p.106.

So due to the above mentioned reasons and also on political grounds another change brought in the pattern of educational administration set up after the Indian Education Commission (1882) through the recommendations of the Montague-Chelmsford Report on Indian Constitutional Reforms dated 22 April, 1918. The Reform introduced dyarchy or double rule in Provincial administration in 1921. The dyarchy system of administration came <sup>in</sup> to operation in all Provinces of British India, under the Government of India Act of 1919. Under the Act, certain departments like Education were placed under the Indian Minister for administration, Local-Self-Government, also transferred subject, and therefore it came to be administered <sup>by</sup> ~~by~~ Indian Ministers, who were responsible to legislature with large elected majority.

The Montague-Chelmsford Report suggested that 'the guiding principles should be included in the transferred list of those departments which afford most opportunity for local knowledge and social service, those in which Indians have shown themselves to be keenly interested, those in which mistakes which may occur, would not be irremediable, and those which stand most in need of development.'<sup>1</sup> So according to this principle, it was but natural to expect that education would be classed as transferred subject.

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<sup>1</sup>Quoted by Prem Kirpal : Educational Studies and Investigation, Vol. I. NCERT, Pub. No.565, 1962,p.6. (Montagu-Chelmsford Report, Para - 235).

The Reforms entrusted the local bodies with great responsibilities, because in almost all the provinces complete control over primary education was transferred to district boards and municipalities.

The Report made the following recommendations about local bodies :

(i) There should be as far as possible complete popular control in local bodies, and the largest possible independence for them of outside control - the accepted policy must be to allow the board to profit by their own mistakes.<sup>1</sup>

(ii) The report which stressed very greatly the development of local bodies in India, and the control of primary education was transferred to Indian ministers, who were responsible to legislature with large elected majority, the Government of India Act of 1919, education department was placed under Indian Ministers for administration, Local Self-Government also a transferred subject and therefore it came to be administered by Indian Ministers.

As the Hartog Report quoted that, 'The authors regarded it as their, 'first and immediate task to make a living reality of Local Self-Government' (Montague-Chelmsford report, para, 188) though they recognised that they could not 'breathe to the breathe of life into these institutions that must come with the awakening of the sense of duty and public spirit which

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<sup>1</sup>As quoted by Indian Statutory Commission, Interim Report of the Indian Statutory Commission, Calcutta, Government of India, Central Publication Branch, 1929, p. 307.

the war has fostered and which opportunity will develop (Para 195). At the same time the Report frankly recognised the defects of the existing system of Primary education of local and the dependence of general extension of the electorate upon an extension of literacy (Para 263).<sup>1</sup>

In the Resolution of 1918 the Government declared for substantial elective majority on municipal and rural boards, representation of nominations. People having official experience could be nominated, provision was also made for the nomination of co-opted members.

And about the chairmen of municipalities and district boards the report described that, the 'Chairmen in both municipalities and rural district boards the ordinary official work should be largely in the hand of special executive officers whose appointment should require the approval of the Government, and who should not be removed in ordinary circumstances without Government Sanction.'<sup>2</sup> The reforms section deals with implementation of the Reform of 1918.

#### Implementation of the Montague Chelmsford's Reform of 1919

The recommendations of the Montague-Chelmsford Reform accepted by the Government and the Government of India passed the Act of 1919. According to this act the education department was transferred to Indian Ministers ( 1921 ), who were responsible to legislature with an elected majority. Due to this change

<sup>1</sup>(Hartog Report), Report of the Indian Statutory Commission, Interim Report of the Indian Statutory Commission, Calcutta, Government of India, Central Publication Branch, 1929, p. 307.

<sup>2</sup>Ibid., Reform Act of 1919 as quoted in Hartog, p. 309.

the Provincial Legislature succeeded in getting Primary Education Acts passed in British Provinces. Some of these Acts, it is true, were passed prior to the transfer of the Education Department of Indian Ministers. But most of the Acts were passed after the Act of 1919.

The following is a list of Acts passed in each Province since 1919, during Local Self-Government :

- 'Madras : City Municipal Act, 1919,  
District Municipalities Act, 1920,  
Local Board Act, 1920, Village Panchayats Act, 1920,  
Elementary Education Act, 1920.
- Bombay : Local Boards Act, 1923,  
Primary Education Act, 1923  
City Municipalities Act, 1925.
- Bental : Village Self-government Act, 1919,  
Primary Education Act, 1919,  
Primary Education (Amendment) Act, 1921,  
Calcutta Municipal Act, 1923.
- United Provinces : Primary Education Act, 1919,  
District Boards Act, 1922,  
Municipalities (Amendment) Act, 1922,  
District Boards Primary Education Act, 1926.  
District Boards (Amendment) Act, 1928.
- Punjab : Primary Education Act, 1919,  
Municipal (Amendment) Act, 1921,  
District Boards Act, 1921,  
Village Panchayats Act, 1922.
- Bihar and Orissa : Primary Education Act, 1919,  
Municipal Act, 1922,  
Local Self-Government Act, 1923.



Central Provinces : Primary Education Act, 1920,  
 Local Self-Government Act, 1920,  
 Village Panchayats Act, 1920,  
 Municipalities Act, 1922.

Assam : Municipal Act, 1923  
 Rural Self-Government Act, 1926  
 Local Self-Government (Amendment) Act, 1926  
 Primary Education Act, 1926.<sup>1</sup>

These thirty-one local Acts were passed between 1919 and 1928 dealing with Local Self-Government and many of them directly or indirectly with Education, Some only with Primary, some also with Secondary Education.

As shown in the above list, that within the decade almost in every British Province was passed the Act regarding Local Self-Government and Municipalities, and large powers of administration and control over Primary Education were transferred to the local bodies, i.e. District or Municipal or ad hoc bodies like the District Education Council or District School Boards, with the responsibility of making adequate provision for Primary Education in their areas. 'All the Acts make it a duty of the local authorities to study of the needs of their areas and to prepare schemes for the expansion and development of Primary Education within their jurisdiction.'<sup>2</sup>

And according to the recommendation of Reform Report, most of the provinces passed the Village Panchayat Act at village

<sup>2</sup>S.Nurullah and J.P.Naik : (1800-1961), A Students History of Education, Macmillan and Co., Bombay, 1962, p.301.

<sup>1</sup>Indian Statutory Commission (Interim Report of the Indian Statutory Commission)- 1929; Calcutta, Government of India, Central Publication Branch, 1929, (Hartog), pp.310-11.

Panchayat Act at village level which had been totally neglected so far. The Local bodies wholly reorganised, under these Acts, 'The Constitution of Municipalities and Local Boards was almost fully democratised.'<sup>1</sup> 'They had a fairly broad-based franchise and large elected majorities. They now elected their own office bearers and were in every way fully conscious of the authorities.' And also Local Boards made 'responsible for the administration of Primary Education and for the introduction and enforcement of compulsion - Between 1918 and 1930, (as shown in above list, pages 186-<sup>187</sup>) there the primary Education Acts were passed in all provinces of British India.'<sup>3</sup> So through, these Acts larger powers were transferred over the administration of Primary Education to local bodies than what had ever been contemplated at any time in the past, because this transfer of control to local bodies, was very different, both in extent and character, from the transfer of control made on the recommendation of the Indian Education Commission 1882. In the earlier case, the transfer of control was mostly an act of administrative decentralisation. The local bodies of this period were neither fully democratic nor autonomous. In the beginning there were no elections and all members were nominated. Later on, election were introduced, but the elected members were in a minority.

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Relationship Between

<sup>1</sup>Report of the Committee on the State Government and Local Bodies in the Administration of Primary Education. Ministry of Education, Government of India, Pub. No.151; p.19.

<sup>2</sup>The Indian Year Book of Education 1964, Second Year Book-Elementary Education, NCERT, New Delhi, 1964, p.25.

<sup>3</sup>Report of the Committee on the Relationship Between State Government and Local Bodies in the Administration of Primary Education, Ministry of Education, Govt. of India, Pub. No.151, 1954, p.19.

When in course of time, they were given the majority, the important post of President or Chairman was made non-elective and was held by Government Officers in their ex-officio capacity (e.g. the collector or Deputy Commissioner was the ex-officio President or Chairman of the District Board or Council). Moreover, inspection of elementary schools was done by Government Officers ; and District Educational Officers, who acted as secretaries of local bodies, exercised very large administrative powers. The local bodies were, therefore, concerned with only a few matters of policy; and even in the making of such policies, the officials of the Department had a large voice was usually sought and accepted by the non-official members.' But 'the circumstances of the transfer during the present period were, however, very different. Under the Montague-Chelmsford Report, the local bodies were wholly recognised. They had a fairly broad-based franchise and large elected majorities. They now elected their own office-bearers and were, in every way, fully conscious of their authority. It became a very real thing and created a number of difficult problems.'<sup>2</sup> And expansion and improvement of Primary suffered a set back, due to the following reasons and difficulties :

Very soon after the Reform ' there was a set-back, due mainly to the following reasons :

(i) The first World-War brought economic depression which hit India in 1930 and the effects of which did not pass off till

<sup>1</sup>The Indian Year Book of Education 1964 - Second Year Book-Elementary Education, NCERT, New Delhi, 1964, p. 25.

<sup>2</sup>Ibid., p. 25.

about 1937.

(ii) The Second was an ideological consideration, a new point of view which was strongly urged by the Hartog Committee (1928).<sup>1</sup> And the transfer of Administration of Primary Education to local bodies was strongly criticised in that, 'we feel that for the healthy advance of Primary Education a change is desirable. It is obvious right that local affairs should be managed by local authorities, and it is not unreasonable that, in the early stages mistakes should be made by inexperience. But we are of the opinion that education is a 'nation building service' and that the State cannot divert itself of its responsibility in the matter.'<sup>2</sup> As quoted by S.N.Mukerji that,

(iii) 'Primary Education is essentially a 'nation building' service in a country like India, where the early liquidation of mass illiteracy was a condition precedent to the creation of an enlightened mass of electorate. It was therefore, argued that the Provincial and the Central Governments must remain responsible for Primary Education.'<sup>3</sup>

Then the Hartog Committee (1928) further pointed out that 'the spread of Primary Education cannot be regarded as being a matter of merely 'local' importance, it has a wide-spreading effects on the development of the country as a whole.'<sup>4</sup>

<sup>1</sup>The Indian Year Book of Education - 1964, Second Year Book-Elementary Education, NCERT, New Delhi, 1964,p.22.

<sup>2</sup>Report of the Indian Statutory Commission, Calcutta, Govt. of India, Central Publication Branch, 1929,p.334.

<sup>3</sup>S.N.Mukerji, Administration of Education in India, Acharya Book Depot, Baroda, 1962,p.107.

<sup>4</sup>Progress of Education in India, 1927-32, Tenth Quinquennial Review, Delhi, Manager of Publication, 1934,p.42.

The Hartog Committee analysed the situation in detail~~ed~~ and found ample evidence that the local bodies were inexperienced in the difficult task of educational administration and that they were often reluctant to consult educational officer and that, as a result, there was much that was wasteful and ineffective for the educational programme. Many abuses were reported in connection with the appointments, promotions and transfers of teachers.

The Committee expressed the view that, 'we feel that for the healthy advance of Primary Education, a change is desirable. It is obviously right that local affairs, should be managed by local authorities; and it is not unreasonable that, in the early stages, mistakes should be made by inexperience. But we are of opinion that education is a national service and that the state cannot divert itself of its responsibilities in the matter; and all the more in this so in a parliamentary system of Government, in which the Minister has very definite responsibilities to a Legislative Council which vote the money and has a right to know how it is spent. If the goal of Universal and Compulsory education is to be reached, the Minister must be in a position to supervise, and to control, where necessary, the activities of local authorities.'<sup>1</sup>

The Committee, it is true, did not think that 'the administration of Primary Education by local bodies was wrong in principle.

<sup>1</sup>Report of the Indian Statutory Commission - (Interim Report of the Indian Statutory Commission, Calcutta, Govt. of India Central Publication Branch, 1929, p. 334.

Rather, it is felt that such administration would even be desirable ' ? But it was against the almost uncontrolled authority over elementary education, and excessive devolution of authority to local bodies. And the 'reform' of 1919 was severely criticised by the Committee, because the results were discouraging. 'The committee was of opinion that, in the interests of Primary Education, it was absolutely essential to strengthen the position of the Department and of the retransfer to it of some of the powers that had been developed on local authorities in recent years.'<sup>1</sup>

As given by J.P.Naik that 'the devolution of authority in Primary Education to local bodies has been excessive. Primary Education is a subject of national importance and hence it is the duty of the Government to assure necessary powers of control and improve the efficiency of administration.'<sup>2</sup>

#### Implementation

A strong opinion was held in favour of reducing the power of local bodies and exchanging the powers of Provincial Education Minister. Ever since the publication of the report, e.g. 'The Province of Bombay was the first to act on this recommendation. In 1938, and then again in 1947, Primary Education Acts were passed and the powers given to local bodies were very substantially curtailed.'<sup>3</sup> This tendency was continued upto Kher's Report.

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<sup>1</sup>S.Nurullah and J.P.Naik : A Students' History of Education in India (1800-1961), Macmillan and Co. Ltd., Bombay, 1962,p.331

<sup>2</sup>Ibid.,p.304.

<sup>3</sup>Ibid.,p.333.

Sargent Report - 1944 - (Post War Educational Development in India)

In 1944 the report of a Post-War Educational Development in India, popularly known as Sargent Report Committee also criticized the functions and powers delegated to Local bodies, on similar lines <sup>as</sup> at Hartog Committee criticized in 1928. The ~~Sargent~~ Committee also held the strong opinion in favour of reducing the power of local bodies. ?

The association of local bodies with education was criticised in the report in the following words :

' It appears to be generally agreed by those competent to judge - Provincial reports have been eloquent on the subject for years past - that a great mistake was made when the administration of education, particularly in the lower-stage, was handed over to local bodies. In theory it is good when the administration of education, particularly in the lower stages, was handed over to local bodies. In theory it is a good thing to enlist local interest in education and there is much to be said for delegating a certain amount of control to local bodies, provided that they are competent to exercise it. In practice, however, irremediable harm has been done by handing over responsibility for education of the rising generation to bodies, provided that they are competent to exercise.'<sup>1</sup>

<sup>1</sup>Post-War Educational Development in India, Report by the CABE, 1944, Ministry of Education, Government of India, New Delhi, 1964, p.133.

But in practice, <sup>a</sup>Sargent Committee reiterated the belief of Hartog Committee with regard to the transfer of powers to provincial authorities from the local bodies, so the Committee, therefore, declared that -

'In practice, however, irremediable harm has been done by handing over responsibility of education of the rising generation to bodies whose members are in main uneducated or uninterested in education or both.'<sup>1</sup>

And hence, the Committee recommended that all powers should be resumed by Provincial Government, in order to enlist local interest in education, and made the following recommendations :

'It would, therefore, appear essential that before embarking on their reconstruction programmes Provincial Governments should resume all educational powers from local bodies, except where they are satisfied that these are competent to undertake the enlarged responsibilities. In order, however, to retain local interest in education as far as possible it is contemplated that where sufficient people with the requisite knowledge, enthusiasm, integrity and standing are prepared to offer their service.'<sup>2</sup> And suggested that, 'In order to enlist local interest in Education, school managing bodies, school boards and district education committees may be constituted if and when sufficient people of the right type are available to serve on

<sup>1</sup>Post-War Educational Development in India, Report by the CABE, 1944, Ministry of Education, Govt. of India, New Delhi, 1964, p.133.

<sup>2</sup>Ibid., pp.133-134.



them. An education advisory board for the whole Province may be desirable.'<sup>1</sup>

The implementation of the Post-War plans for educational development's report recommendations were postponed in view of the political changes, but still in some states e.g. in Bombay State, 'the new Bombay Primary Education Act that was passed in 1947 cut down the powers of the boards still further.'<sup>2</sup> And even, 'the new Primary Education Act passed in Assam also relieved the local bodies responsibilities of Managing and Financing Primary Education and vested its administration in an independent body consisting of the State D.P.I.'<sup>3</sup>

Even after independence, 'the tendency on the part of State Government to withdraw powers and control of Primary Education from local bodies was generally gaining strength.

#### Local Bodies after Independence - 1947 to 1966

As previously mentioned local bodies were created by the British rulers, due to political reason. And the policy adopted by the Government of India as early as 1882 with regard to Local Self-Government was to train the people in the management of their own local affairs due to the people's demand. The development of Local-Self Government institution, in which the principle of democracy was introduced and powers were transferred

<sup>1</sup>Post-War Educational Development in India, Report by the CABE, 1944, Ministry of Education, Govt. of India, 1964, p.136.

<sup>2</sup>Report of the Committee on the Relationship Between State Govt. and Local Bodies in the Administration of Primary Education, Ministry of Education, Govt. of India, No.151, 1954, pp.24-25.

<sup>3</sup>Ibid.,

to the representatives of the people, there, an important political programme in British India. They had transferred some of the Governmental functions to local bodies, the general principle adopted by the British Government was to , transfer had shown keen interest, those provided more opportunities for social services, those in which mistakes were not likely to be fraught with great consequences. So according to this view, education was an ideal subject for transfer to Indian control. Even within education, they had not recommended that the administration of Secondary or University should be transferred to local authorities. But only Primary Education administration was transferred, because it was regarded as the most innocuous activity, which could be safely transferred to the people. So from 1882 to 1919, all Commissions and Committees recommended that local bodies should participate in the administration of primary education, and several acts were passed in almost all the Provinces of British India for all provinces of the British to deligate the powers to local bodies, regarding the administration of primary education. Only Hartog to Sargent Committees criticized and 2 recommended that some powers should be withdrawn from the local authorities.

But no local bodies, grew up in the areas under Princely States (After independence known as B and C states ). Because the political he need of transferring Governmental functions

and authorities to the people did not arise because the rulers themselves were Indians.

After Independence, under the Constitution in 1950, British Indian provinces became Part A states and most of the princely states became Part B states in the same year. So before Independence two traditions <sup>prevailed</sup> provided - In Part A states, the local bodies administering primary education, while in Part B state the primary education was administered directly by the state. With these two different traditions naturally the local bodies could not function as efficient partners in educational effort. Even after 1947 the perceptible trends towards larger decentralisation but the extent of decentralized administration at the level of the local bodies is not quite marked, perhaps, because they had not upgraded them from the position which they had obtained during the British rules. ?

'In the Constitution of India, Article 40 (Directive principle) enjoins upon the states to take steps to organise village panchayats and endow them with such powers and authority as may be necessary to enable to function as units of self-government.'<sup>1</sup>

'Local Authorities, by virtue of entry 5 of List II of the 7th Schedule to the Constitution of India, as under the exclusive control of the state. This entry defines Local Government as 'the constitution and powers of municipal corporations, improvement of

<sup>1</sup>Uday Shankar and S.P.Ahluwalia : Development of Education in India, 1947 to 1966. Dept. of Education, Kurukshetra University, Haryana, 1967, p.133.

trusts, district boards, mining settlement authorities and other Local authorities for the purpose of local self-government'. This entry gives the provincial legislatures power to create a legal body for the management of municipal affairs to which it can give any powers which come within the competence of the provincial legislature and all incidental powers necessary to carry on and work with such municipal institution.<sup>1</sup>

So in the post-independence period, when both A and B states of India became subject to the same influence-the reactions have been rather mixed.

A position described in the Year Book of 1961, that 'In some of the erstwhile British provinces, as in the Punjab, decision has been taken to transfer the administration of elementary education from the local bodies to the state; while in others, as in Maharashtra or Gujarat, the old tradition has been continued. In Part B states, Kerala has maintained the old tradition of administering elementary education directly under state control while Rajasthan has gone to the other extreme and introduced full-scale decentralisation. In the state like Bihar, local bodies have been retained but their powers over the administration of elementary education have greatly curtailed; while in a state like Madras or Mysore, a restricted form of decentralisation, with a number of important

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<sup>1</sup>A. Basu. A Commentary on the Constitution of India : The Madras Journal Office, Madras, 1950, p.847.

safeguards, has been adopted. The two traditions, therefore, have mingled and created a situation where the position varies from state to state.

Another reason was, according to Sargent Committee's recommendations, to withdraw all the powers from the local bodies as mentioned previously. According to this the states of Assam and Bombay passed the Primary Education Act and cut the powers of the local bodies. The same tendency generally gained strength in the other state governments to withdraw powers and control of primary education from local bodies.

As quoted by S.N. Mukerji, 'on principle of adoption of this recommendation will be highly desirable for the future development of education in the various states. But in practice even the partial withdrawal of the powers from the district boards has led to considerable opposition from local bodies on the ground that the State Government will thus be acting against the statutory principle of decentralising the administration of education. Also the history of the fight of local bodies with previous government for increased autonomy has created a mentality of severe opposition to assumption of powers of these bodies by State Governments.'<sup>1</sup>

Due to this controversy<sup>?</sup> the Bihar Government suggested that a Committee of the Central Advisory Board of Education be appointed to examine the question of the relationship between

<sup>1</sup>S.N. Mukerji (Editor), Administration of Education in India, Acharya Book Depot, Baroda, 1962, p. 109.

State Government and local bodies in respect of administration of Primary Education. The memorandum submitted by the Bihar Government at the 8th meeting of C.A.B.E held at Trivendrum in January 1951. Thus, under the Kher Committee on 'The Relationship between State Governments and Local Bodies in the Administration of Primary Education', came to be appointed under the Chairmanship of Mr. B. G. Kher by the C.A.B.E in 1951.

Kher Committee's - 1952 (The Relationship Between State Government and Local Bodies in the Administration of Primary Education)

The view that the management and control of Primary Education should be vested in local bodies simply because it would give them an opportunity of getting trained in organisation and leadership was criticized in that 'the interest of the country would be served better by making local control in education, follow, and not precede the development of public education. <sup>It was</sup> ~~were~~ therefore strongly <sup>felt</sup> ~~feel~~ that the interest of mass education should be the only criteria to decide whether authority over primary education should be delegated to local bodies and if so, to what extent.'<sup>1</sup>

It was a very bold criticism indeed but as their deliberations proceeded, they seem to have themselves fallen a victim to another mistake. Instead of having mass education as the sole criteria they were side tracked into the financial implication of Primary Education provision which formed the basis of the

<sup>1</sup>Report of the Committee on the Relationship Between State Government and Local bodies in the Administration of Primary Education (Kher's Committee), Govt. Pub. 1954, p. 40.

following recommendations :

The Kher Committee (1954) analysed the existing relation between State Government and made the following recommendations as regards the relationship between State Governments and Local Bodies in administration of Primary Education and recommended :

1. 'Association of local bodies with the administration of Primary Education : It would be an advantage to associate local bodies with administration of primary education in some form or the other.<sup>1</sup>
2. Types of Local Bodies to be Associated : At urban level the committee suggested that,

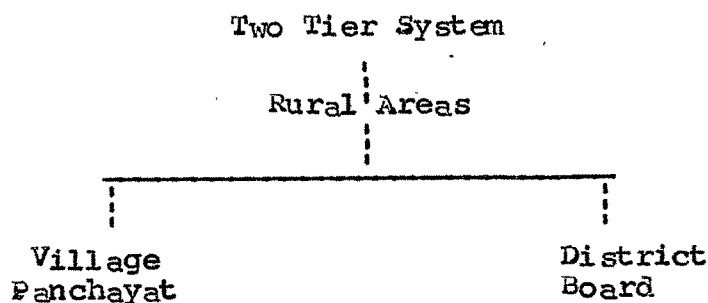
(a) All municipalities should be associated with the administration of primary schools in their areas and should be made to pay a specified contribution to support them. But varying degrees of independent authority over primary education should be vested in different municipalities on the broad basis of the extent of their contribution to the cost of primary education in their areas and their general administrative efficiency.<sup>2</sup>

About rural areas the committee suggested the two tier system and made the following recommendations :

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<sup>1</sup>Report of the Committee on the Relationship Between State Government and Local Bodies in the Administration of Primary Education, Ministry of Education, Govt. of India., No.151, year 1954, p.40.

<sup>2</sup>Ibid., pp. 42-43.



'(b) In rural areas, a two tier system of associating local bodies with the administration of primary education should be adopted everywhere. For Single Tier / residents of the rural areas served by primary schools be associated with its administration in some form or the other. This may be done by giving Village Panchayats the right to supervise the schools in their area in the prescribed manner: and where such Panchayats do not exist, by establishing ad hoc schools committee of prominent and interested local residents for the purpose, for the second tier, the district should ordinarily be adopted as the unit of administration.'<sup>1</sup>

3. As the main recommendation of the committee about administration at village panchayat and smaller municipalities level, it suggested, the creation of educational bodies, as following :

'(a) In all village Panchayats and smaller municipalities which have given only a limited control over Primary Education the local body should be required to elect a school committee

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<sup>1</sup>Kher Report, Report of the Committee on the Relationship Between State Governments and Local Bodies in the Administration of Primary Education (Kher's Committee) Ministry of Education, Government of India, Pub. No.151, 1954, p.44.



and to delegate to it the task of supervising the local school or schools.

'(b) In district local boards and in bigger municipalities which exercise wider powers over Primary education, a school board should be constituted and charged with the responsibilities of looking after its educational powers and administrative officers should have adequate authority to carry on the day-to-day administration of its Primary schools.'<sup>1</sup>

4. 'In all cases where a local body is associated with the administration of Primary education, specific statutory provision should be made for the appointment of an allied educational body and its composition, powers and duties should be clearly specified.'<sup>2</sup>

5. About the division of authority between State Governments and Local Bodies in respect of administration of Primary Education - the Kher Committee is in favour of the Provincial Government, exclusively responsible for teachers' training, syllabus, finance and inspection.

6. 'With the exception of the four duties mentioned above, all the work connected with the administration of primary education be transferred to local bodies and the state government should exercise only a general supervisory control.'<sup>3</sup>

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<sup>1</sup>Report of the Committee on the Relationship Between State Governments and Local Bodies in the Administration of Primary Education, Ministry of Education, Govt. of India, 1954, p.46.

<sup>2</sup>Ibid., p.52

<sup>3</sup>Ibid., p.59-61.

The Kher's Committee also recommended the Division of Authority on the basis of Local Body Association at urban and rural areas, and their specific powers and duties and made the following recommendations : At urban areas :

'(a) City Corporations : The General Policy should be to devolve as large an authority upon city corporation, as possible. However, it would be preferable to adopt the two-tier system by creating Ward Committees with specific powers and duties.'<sup>1</sup>

(b) Authorised Municipalities : The larger municipalities may be designated as 'authorised municipalities'. They will differ from corporation in three ways. Firstly, the government will actually conduct inspection instead of merely reserving the right to do so. Secondly, the general control of the government will be a little more detailed and, thirdly, the administrative officers should preferably remain the servants of State Governments'.<sup>2</sup>

(c) Non-Authorised Municipalities : The small municipalities which cannot be permitted to administer primary education in their areas will have to be treated at a still lower level'.<sup>3</sup> And the committee also suggested their powers and duties in detail, about administration - it suggested that :

'They should have the right to elect one or more representative on the District or Municipal School Board which controls

<sup>1</sup>Report of the Committee on the Relationship Between State Governments and Local Bodies in the Administration of Primary Education (Kher's Committee), Ministry of Education, Government of India, Pub. No.151, 1954, p.114.

2. Ibid., p.144.

3. Ibid. p. ?

the Primary Schools in their areas.<sup>1</sup>

As mentioned in the preceding section the Kher Committee recommended that local authorities should be associated with the administration of Primary education with adequate safeguards to protect the interest of teachers, because 'such associations would further the cause of mass education and bring the goal of universal education nearer.'<sup>2</sup>

The committee suggested the two tier system for rural areas of organisation - village panchayat at one end and the district board at the other. It was not in favour of delegation authority to local bodies at taluka or block level on the ground that such decentralisation increases costs and lowers administration efficiency. Next section is going to deal with

Balwantrai Mehta Committee 1957 :

Balwantrai Mehta Committee : 1957

But even before the recommendations of the Kher Committee could be either adopted or implemented, a different set of recommendations on the subject was made by another committee, the Corporation, team on Community Development was set under Shri Balwantrai Mehta (1957) Report of the team for the study of Community Project and National Extension Service, Vol. I, New Delhi Committee Plan Project, Planning Commission 1957 to review the Community Development Programme and National

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<sup>1</sup>Report of the Committee on the Relationship Between State Governments and Local Bodies in the Administration of Primary Education (Kher's Committee), Ministry of Education, Govt. of India, Pub. No.151, 1954, 114.

<sup>2</sup>Ibid., p.40.

Extension Service sectors and its future organisation and making suitable recommendations. (Actually the report is not related with education but it related<sup>to</sup> the primary education administrative pattern of local bodies.

Kher Committee, as mentioned above, suggested the two-tier system but, Balwantrai Mehta Committee on Democratic Decentralization, popularly known as 'Panchayat Raj' was an architect of a three-tier administrative pattern of local bodies in several sectors of community development including primary education. As described by S.N. Mukerji, 'the Balwantrai Committee set in motion, the movement for 'Democratic Decentralization. Its basic importance derives from the fact that the system that envisaged was not merely in administrative device, it was the part of a political and social philosophy.'<sup>1</sup> The report recommended the devolution of powers on a body which will have the entire charge of all development work within its jurisdiction.

And as pointed out the Year Book on Elementary Education 1961, that 'One of the most significant changes introduced in the administrative set-up in rural areas in the post-independence period is the creation of a new and compact administrative unit known as the Community Development Block which consists of about 100 villages and a population of about 90,000, the total number of Community Development Blocks in the entire country

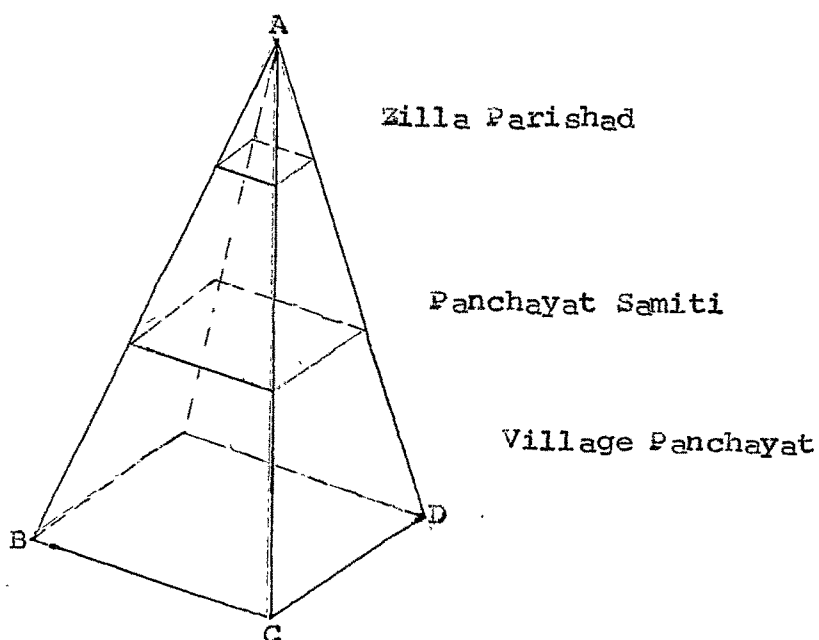
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<sup>1</sup>S.N. Mukerji : Administration, Planning and Finances (Theory and Practice), Acharya Book Depot, Baroda, 1970, p.141,

begin about 5,000 - and to place its entire development programme under a team of the officers headed by the Block Development Officer and consisting of Extension Officers in all fields of development such as agriculture, public works, health and sanitation, industries, cooperation, live-stock improvement and education.<sup>1</sup> So the Committee reviewed the Community Development Programme and its future organisation and recommended for the strong local bodies in rural areas to be vested with adequate authority, to administer all development including primary education.

The Committee suggested the three-tier system in the three local authorities as shown in diagram below :

Figure : Three-Tier System in Local Authorities  
(As recommended by Balwantrai Mehta Committee-1957)



(Source: S.N. Mukerji: Administration, Planning and Finance (Theory and Practice), Acharya Book Depot, Baroda, 1970, p. 142.)

<sup>1</sup>The Indian Year Book of Education 1964, Second Year Book - Elementary Education, Pub. NCERT, New Delhi, 1964, p. 452.

Popularly known as Panchayat Raj - involves three-tier structure - the Committee had made its famous recommendation on the creation of decentralized democratic institutions at District Level (Zilla Pradesh), Block level (Panchayat Samiti (or Tehsil), and Village Panchayat (Gram Panchayat) level (Figure B ) for rural areas.

So the Balwantrai Committee went into the question of the reconstruction of administrative machinery in areas within a district and made detailed recommendation evolving a three-tier structure of administration in rural areas. Section II of the Report of the Study Team Vol. I deals with democratic decentralization. The findings of the Committee on the working of the Local Bodies were as follows :

- '(a) One of the least successful aspects of the Community Development and the National Extension Service work is its attempt to evoke popular initiative.
- (b) Few of the Local Bodies at a level higher than the village Panchayat have shown any enthusiasm and initiative or interest in this;
- (c) Even the Panchayats have lagged far behind in the matter of local enthusiasm for development of local communities;
- (d) The ad hoc bodies consisting of nominated personnel and invariably advisory in character have so far given no indication of durable strength nor the leadership necessary to provide the motive force for containing the improvement of rural areas.' 1

Quoted in the Thesis by H.R. Joshi : 'A Critical Study of Problems of Administration and Finance in Primary Education in the Gujarat State with Special Reference to the present working and the role of Panchayat Raj Bodies in Southern Gujarat: M.S. University, Baroda-1973, p. 227.

And the Committee was of the view that 'So long as a democratic and representative institution was not discovered or created which would supply the local interest, supervision and care necessary to ensure that expenditure of money upon local objects conforms with needs and wishes of locating, invest it with adequate power and assign to it appropriate finances, we will never be able to evoke local interest and excite local initiative in the field.'<sup>1</sup>

The Committee suggested that 'the jurisdiction of the proposed local body should be neither so large as to defeat the very purpose for which it is created not so small as to militate against efficiency and economy.'<sup>2</sup>

#### 1. Zilla Parishad

As mentioned above, the Committee did not accept the District as a proper unit for local administration which has been a unit of administration even since 1880, when Lord Ripon introduced the great experiment of Local Self-Government. It recommended that the setting up of a Zilla Parishad at the district level would be a co-ordinating body. They felt that the District Local Board or another executive body at District level would be superfluous and therefore it suggested that 'the transformation of the District Local Board into a Zilla Parishad which would be mainly a co-ordination body at the District

<sup>1</sup>Report of the Team for the Study of Community Project and National Extension Services (Known as Balwantrai Mehta - Chairman). Vol. New Delhi, Committee on Plan Project, Planning Commission, 1957, p.5.

<sup>2</sup>S.N. Mukerji : Administration of Education in India. Acharya Book Depot, Baroda, 1962, p.116.

level.'<sup>1</sup> But District would continue as a unit of administration, but its character would be completely changed.

#### Functions of Zilla Parishad

The Zilla Samiti or Zilla Parishad which has to be constituted at the district level would be of an advisory type and would perform certain technical services which could not be assigned at the Block or village level. And the main functions of the Zilla Parishad as 'to approve the annual budget of such Panchayat Samitis in the District to consolidate and forward to Government the demands for Grants of the block, to distribute funds allotted by the government among the block and to coordinate block plans and to guide the activities of the Panchayat Samitis.'<sup>2</sup>

#### Constitution of the Zilla Parishad

The constitution of Zilla Parishad as suggested by the Committee that, 'the Zilla Parishad should consist of the chairman of the Block Panchayat Samiti in the district, members of the State Legislature, and of the Parliament from the district and all District Level Officers of the Development Departments as members and District Collector as its Chairman.

#### 2. Block Level or Panchayat Samiti : (Tehsil or Taluka )

About the Panchayat Samiti the Committee recommended that the block was a suitable unit of administration, and proposed the establishment of the local body at block level called Panchayat

<sup>1</sup>H.R.Joshi (Thesis), A Critical Study of Problems of Administration and Finance in Primary Education at in the Gujarat State with Special Reference to the Present Working and the Role of Panchayat Raj Bodies in Southern Gujarat - M.S. University, Baroda, 1973, p.231.

<sup>2</sup>Ibid., p.231.



Samiti in the word of the Committee, 'We are of the view that the most efficient Self-governing institution the jurisdiction of which would be co-extensive with a development Block.'<sup>1</sup>

About the jurisdiction of the block, they opined that a block should not have more than 20 circles, each should cover a population normally not exceeding 4,000.

So the committee favoured the constitution of a Panchayat Samiti at the block level which would be the basic unit of administration, and proposed 'the establishment of a local body at the block level called the Panchayat Samiti which was to be indirectly elected by the Village Panchayat. Some representation being given also to municipalities and co-operative organisations within the block and assigned specific functions and revenues.'<sup>2</sup> 'Panchayat Samiti at the block level would function as an intermediary body between the village panchayat and the district body.'<sup>3</sup> As the committee accepted the block as a basic unit of administration and charging the Panchayat Samiti at this level with the responsibility of administration and maintaining primary schools.

### 3. Village Panchayat or Gram Panchayat

Regarding the village panchayats the committee 'envisaged that village panchayat would continue to play its present role

<sup>1</sup>H.R.Joshi (Thesis) : 'A Critical Study of Problems of Administration and Finance in Primary Education and in the Gujarat State with Special Reference to Present working and the Role of the Panchayat Raj Bodies in Southern Gujarat.', p.230.

<sup>2</sup>S.N.Mukerji (Editor) : Administration of Education in India, Acharya Book Depot, Baroda, 1962, p.146.

<sup>3</sup>Ibid., p.117.

in a development programme including education within its jurisdiction.'<sup>1</sup> They recommended the constitution of the village panchayat that 'They should be constituted in direct elections with a special provision to co-opt 2 women members and one each from scheduled caste and scheduled tribes; some specific sources of revenue should be assigned to them.'<sup>2</sup> They have to perform certain compulsory duties and to act as the agents of the Panchayat Samiti for schemes entrusted to them.

As regards the administration of Primary Education, the Committee made the following recommendations :

- '(a) Provision for primary education in G.D./N.E.S. Scheme should be used to supplement allotments for the states to strengthen existing schools except in educationally backward areas;
- (b) The unit of educational administration should be identical with the block;
- (c) In each Block, there should be Education Sub-Committee of the Panchayat Samiti, for the maintenance and working of Primary Schools;
- (d) Each block should be provided with necessary funds and trained personnel to achieve the immediate goal introducing free and compulsory primary education.
- (e) Block where special stress is laid on social education would be best for promulgating orders regarding compulsory education.

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<sup>1</sup>S.N.Mukerji (Editor) : Administration of Education in India, Acharya Book Depot, Baroda, 1963,p.146.

<sup>2</sup>H.R.Joshi :A Critical Study of Problems of Administration and Finance in Primary Education in the Gujarat State with special Reference to present working and the Role of Panchayat Raj Bodies in Southern Gujarat, Ph.D. Thesis, M.S.University of Baroda,1973, p.232.

- (f) It should be the function of Gram Sevika and Gram Sevak to persuade people to send their children to schools in areas where the primary education is not compulsory.<sup>1</sup>

As we have seen that the Balwantrai Mehta Committee recommended a three-tier system of democratic decentralisation for the administration of Panchayat Raj institution. The Panchayat Raj Administration at a glance is given in the Table 3.1. This table shows the actual administrative set up at District level, e.g. Village Panchayat, Panchayat Samiti, and Zilla Parishad, their areas, their head, members, officials connected with each level and their educational functions. (Tabular presentation on the next page).

#### Implementation of Balwantrai Mehta Committee Recommendations

As in the preceeding section Balwantrai Mehta Committee recommended that Primary education can be transferred to the Panchayat Raj Institutions, but it did not work out any details of about the programme. So public and the state Government were seized with the problem of implementation of the recommendations of the Committee since it had already accepted the principle of democratic decentralization in local administration. Each state therefore was called upon to devise the details of the decentralization for itself and naturally took such decision as would suit its own local conditions. Due to this, there were not uniformity prevailing in the implementation of Panchayat Raj Institution in the country. Then most of the States ( See

<sup>1</sup>H.R.Joshi (Thesis): A Critical Study of Problems of Administration and Finance in Primary Education in the Gujarat State with special Reference to the Present Gujarat State with special reference to the present Gujarat State with Working and the Role of Panchayat Raj Semi Bodies in Southern Gujarat, M.S. University, Baroda, 1973, pp.232-33.

Table : 3.1 : The Panchayat Raj Administration at a Glance

Sr. No.	Item	Village Panchayat	Panchayat Samiti	Zilla Parishad
1	Area	A Village consisting of several Panchas	A Block consisting of several villages	A District
2	Head	The Sarpanch	The President	The Chairman
3	Members	Members elected from Panchas	Sarpanchas, Representatives of women, S.T. and S.C. and co-operative society	Presidents of Samitis, M.L.As., and M.L.Cs., Members of Rajya and Lok Sabhas of the District as specified by the Govt. women, ST and SC Representatives
4	Officials	---	The Block Development Officer and Extension Officer	The District Collector, the Secretary, ZP, the Deputy Secretary, Education.
5	Educational Functions	Providing equipment, midday meals, uniforms, taking census of school going children etc.	Maintenance and expansion of elementary schools; improvement of accommodation, furniture etc. Promoting compulsory primary education and the like	Establishment, maintenance and expansion of secondary schools; and their supervision and control

Source : B.P.Lulla and S.K.Murty : Essential Problems of Indian Education, Lakshmi Narain Agarwal, Educational Publishers : Agra-3, 1971, p.23.

Table 3.1) have enacted Panchayat Raj but with certain reservations. As described in the Year Book 1964, that 'Rajasthan, which was the first state to do so, passed the Rajasthan Panchayat Samitis and Zilla Parishad Act in 1959. Primary Education (Classes I to IV) was transferred to Panchayat Samitis for administration; but middle school education was reserved with the State and not transferred to Zilla Parishads. Similarly, the Acts were passed in other states e.g. Andhra Pradesh, Madras, Maharashtra, Gujarat, Bihar and Uttar Pradesh,'<sup>1</sup> in these states the Panchayat Raj institutions have been introduced through the Acts from 1958 to 1962, and placed in charge of education in all states, some of the states transferred the middle and secondary education also to these institutions at rural areas. (Table 3.2). 'In the other states, the position is rather undecided in the state of 'Jammu and Kashmir, Kerala, Madhya Pradesh, Mysore, Nagaland, and Punjab.'<sup>2</sup>

As we see the present position, it shows a mixture of both the traditions in the states of about the administration of education at urban and rural areas, even in the same state, there is lack of uniformity, due to the two committees (B.G. Kher's and Balwantrao Mehta) have made conflicting recommendation and are responsible for creating two divergent systems. As pointed out in the report of the Education Commission (1964-66), that:

<sup>1</sup>The Indian Year Book of Education 1964. Second Year Book. Elementary Education, NCERT, New Delhi, 1964, pp. 454-55.

<sup>2</sup>S.N. Mukerji : Administration of Education, Planning and Finance (Theory and Practice), Acharya Book Depot, Baroda, 1970, p. 142.

'the problem of integrating these two different traditions and the divergent recommendations of these two committees became urgent when the state reorganisation budget brought together areas from the erstwhile British Indian Provinces and the princely states. But so far it has not been possible to solve it and to evolve a uniform national policy (or in some cases, even a uniform state policy). The present position shows a mixture of both the traditions, not infrequently, even in the same state. In urban areas, the municipalities have been associated with education in Andhra Pradesh (Andhra area), Bihar, Gujarat (Bombay area), Madhya Pradesh (Maha Koshal), Madras (Madras area), Maharashtra (Bombay and Vidarbha areas), Mysore (Bombay and Madras areas), and Orissa (Old Orissa province area). In the rural areas, the Panchayat Raj Institutions have been introduced and placed in charge of education in all states except Jammu and Kashmir, Kerala, Madhya Pradesh, Mysore, Nagaland and Punjab. The method of association is also not uniform. The municipalities are generally in charge of Primary education, but they can also undertake other educational activities at their discretion. The panchayat raj institutions have been entrusted with lower primary education in some states (e.g. West Bengal); with the whole of primary education in some other (e.g. Madras); and with both primary and secondary education in two states (Andhra Pradesh and Maharashtra). Authority over education has been delegated to the block level in some states (e.g. Rajasthan and Madras); and

to the district level in some others (Maharashtra). The system of administration and grant-in-aid also show similar variations'.<sup>1</sup> (Summary Table on next page).

The Education Commission of 1964-66 ( Kothari Commission )

Lastly the Kothari Commission (1964-66) has suggested to decide the issue on a pragmatic basis with reference to the ultimate goals and local conditions. The ultimate goal, obviously, is the 'Close involvement of schools with their communities'.<sup>2</sup> At the same time, according to the Commission's Report, it should be ensured that the 'Local Bodies should 'help rather than hinder the cause of education'.<sup>3</sup> About the role of the Kothari Commission suggested about the role of the Local Authority Bodies that, 'the normal practice should be that a local authority is given the right to administer education as a privilege subject to two conditions - promoting the cause of education and good administration - and that this privilege would be withdrawn if either of these conditions is evolved.'<sup>4</sup>

The future role of Local Bodies in educational administration has been defined by the Commission (1964-66) as follows :

1. Intimate Association of Local Bodies : 'As an ultimate objective it is essential that schools and their local communities should be intimately associated in the educational process.

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<sup>1</sup>Report of the Education Commission 1964-66, Ministry of Education, New Delhi, 1966, p. 448.

<sup>2</sup>Ibid., p. 448.

<sup>3</sup>Ibid. p. 448.

<sup>4</sup>Ibid. p. 448.

Table : 3.2 : Panchayat Acts passed by the Different States

Sr.No.	Year	States	Heading	Administration of Primary Education
1	1958	Madras	The Madras Panchayat Act, 1958	Administration of elementary education is transferred to Panchayat Unions
2	1959	Rajasthan	The Rajasthan Panchayat Samiti and Zilla Parishad Act, 1959	Administration of Primary Education Classes I to V is transferred to the Panchayat Samitis
3	1959	Andhra Pradesh	The Andhra Pradesh Panchayat Samitis and Zilla Parishad Act, 1959	Transferred the administration and control of Primary Education to the Panchayat Samitis, middle and Secondary to the Zilla Parishads
4	1959	Orissa	The Orissa Zilla Parishad Act 1959	The administration of Primary Education is transferred to Panchayat Samitis - 1961
5	1961	Maharashtra	The Maharashtra Zilla Parishads and Panchayat Samitis Act of 1962	Both Primary and Secondary Education administered by Zilla Parishads
6	1961	Gujarat	The Gujarat Panchayat Act 1961	It created statutory local bodies at the block and also at the district level and the administration of primary education is transferred to them
7	1961	Uttar Pradesh	The Kshettora Samitis and Zilla Parishads Act 1961	Administration of Primary Education is transferred to the Kshetra Samitis (1962)
8	1961	Bihaar	The Bihar Panchayat Samitis and Zilla Parishads Act 1961	
9	1962	Madhya Pradesh	The Madhya Pradesh Panchayat Samitis Act, 1962.	

(Source: The Indian Year Book of Education - Second Year Book, Elementary Education, Pub.NCERT, New Delhi, 1964, pp.454-62.



2. Association with reference to Local Conditions : It would, however, not be proper to press for the universal and immediate - adoption of this principle without reference to local conditions.

3. Immediate Goal in this Respect : Immediate goal in this respect which should be adopted immediately as a national policy in all the states - is to associate the local communities, viz., Village Panchayats in rural areas and the municipalities in urban areas, with their local schools and to make them responsible for the provision of all non-teacher costs with the help, where necessary, of a suitable grant-in-aid from the states.

4. The Ultimate Goals to be Reached : It is the establishment, at the district level, of a competent local education authority which may be designated as the District School Board (to be constituted under an Education Act, See Page 218 ) and which would be incharge of all education in the district below the University level. This should also be accepted as a national policy. The jurisdiction of this authority should cover the entire areas of the district with one exception, namely, the big municipalities in the district with a population of 1,00,000 or more which should preferably have a similar authority for their own areas.

5. The Commission has also suggested how these recommendations should be carried out or implemented. About 'the transition from the immediate to the ultimate objective the Commission suggested that, 'it cannot be made in one jump but will have to be proposed through a number of carefully planned stages'. And also 'while the

centre may advise the states to move towards the ultimate objective as soon as practicable, it would be wrong to pressurise all states to adopt some common policies in the matter, even in all the districts of a state.' It cannot also be made simultaneously in all states and perhaps not even simultaneously in all the districts of a state.

6. In all associations of the local authorities with education, adequate safeguards should be provided to ensure that teachers are not harrassed and that they do get involved in local functions and policies.'

About the establishment of the District and Municipal Boards, the Commission suggested its jurisdiction, composition and powers and functions as following :

(a) Jurisdiction of the District Boards : The jurisdiction of the District School Board should cover the entire area of the district with one exception, namely, the big municipalities in the district with a population of about 100,000 or more which should preferably have similar boards for their own areas.

(b) Composition of the District Boards :

- (i) Zilla Parishad - elected by itself,
- (ii) Municipalities - elected members,
- (iii) Educationists - nominated by the State Government or elected by the Zilla Parishad.
- (ix) Ex-Officio members- Such as officers of education, agriculture, industries, or other departments which administer Vocational Schools.

- (v) Whole time Secretary of the Board : A Senior Officer of the State Government should be the whole time Secretary of this Board, which should be provided with the necessary administrative and supervisory staff.

The Commission (1964-66) suggested the following functions of the Board :

Functions of the Board :

(1) The functions of this Board would cover all school education in the District - General as well as Vocational. It will directly administer all Government and local authority schools within the district, and it will also remain in charge of giving grant-in-aid to all private institutions in the district in accordance with the rules framed by the State Government for the purpose.

(2) It should be the responsibility of the Board to prepare plans for the development of school education within the District and it should also be the principal agency within the district to develop school education, the finances and guidance required for the purpose being provided by the State Government and the State Education Department.

(3) In big towns with a population of one lakh or more, it would be desirable to establish Municipal School Boards on the above lines. Since these would be viable administrative Units. The composition, powers and responsibilities of these Boards should be similar to those of the district school boards.

(4) Each school board will maintain an education fund. The Zilla Parishads (or municipalities) will approve the budget of the school board. In all day-to-day work the same relation would hold good between a Municipal School Board and its Municipality.

(5) Recruitments and transfers will be done by a special committee consisting of the Chairman of the Board, its Secretary and the District Education Officer, subject to rules framed by the State Governments, the general policy being to reduce transfers to the minimum and to allow teachers to develop loyalties to individual institutions.

(6) It may be better in some cases not to burden the school boards with full administrative responsibility all at once. Powers may be conferred on a board as it becomes experienced and shows its capacity to exercise them.<sup>1</sup>

From the above recommendations one can make out that the Kothari Commission (1964-66) has not laid down any dogmatic principles about centralisation or decentralisation. 'In fact it proposed a harmonious combination of both according to level and nature of education, power, control and functions proposed to be allocated to that agency which can be satisfactorily utilise them for the local authorities, like municipalities and Zilla Parishads are to be entrusted with all school education, both Primary and Secondary.'<sup>2</sup>

<sup>1</sup>Report of the Education Commission (1964-66), Ministry of Education, Government of India, 1964.

<sup>2</sup>Journal : The Progress of Education. Vol. XLI, No.3, October 1966, p.90.

The Commission also proposed that the educational administration of the country should have a democratic basis and this democracy should be given a legal status. There should be a District Board of Education. This body should have a legal status and its composition should be based on democratic principles. In this way the people, the local communities and educational experts should be associated with the administration of education at District level.

And since education has been brought nearer to the masses during recent years, its development depends to a great extent on how much the local communities are intimately associated with the entire educational programme. This will harness local knowledge, interest and enthusiasm to the development of education. The local authorities can thus play a significant role in this direction. But, the programme will not succeed as the Education Commission rightly remarks, 'unless intensive steps are taken, to educate local leaderships on the right lines, to provide the local authority with trained and competent officers who would have certain independence in the performance of their duties and to make the necessary resources available to the local authority to fulfil the responsibilities placed upon it.'<sup>1</sup>

#### Conclusion

As the Commission (1964-66) commenting on these institutions remark that, 'though we do not wish to make any unfair generaliza-

<sup>1</sup>Report of Education Commission (1964-66) Ministry of Education Government of India, pp.449-450.

tion about their efficiency, we have had enough evidence to show how that there is considerable need for ~~to~~<sup>ing</sup>ing up of these institutions, we feel, however, that if existing local bodies have failed to discharge their educational responsibilities the fault lies not with the principle of local autonomy but with the machinery ~~desig~~ designed to express the principle, we therefore believe that the idea of local autonomy is worthy of pursuit and that, given a suitable machinery, quite a lot can be done by way of realising the ideal in practice.<sup>1</sup>

Next Section II is going to give the present administrative set up at District level regarding Primary Education.

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<sup>1</sup>J.C. Aggarwal, Progress of Education in Free India (Current Problems of Indian Education), Arya Book Depot, New Delhi-5, 1966, p. 346.

## PART III

## SECTION II

EDUCATIONAL ADMINISTRATIVE SET UP AT LOCAL LEVEL  
DISTRICT LEVELIntroduction

An attempt was made in the Section I to describe the historical development of local authorities or bodies particularly in relation with the administration of primary education. This Section II will briefly introduce the actual administrative set-up of the local authority at district level according to the recommendations of the commissions and committees as discussed in last Section I.

Since 1882, as mentioned in Section I, the district is the principal and last unit of educational administration at local level, local bodies are closely associated with primary education with the partnership of State Department of Education in most of the States in India. The present local body - district board ( Zilla Parishad ) in rural area and the municipal boards in urban elect an education committee called 'School Committee' or 'School Board' which is made responsible to look after and provide for educational facilities in their areas.

Local Bodies or authorities in India are broadly classified into two categories, urban and rural. The responsibility for administering primary education lies with these local authorities. Every district has local bodies in rural areas as at three level (i) at the district level called the Zilla Parishad, (ii) Taluka

or the Panchayat level called Panchayat Samiti or Taluka Samiti, and (iii) Village level called Gram Panchayat Samiti (according to the recommendations of Balwantrao Mehta Committee), local authorities at District level will be discussed later on.

(a) In Urban Areas : The municipalities are responsible for the administration of primary education. The municipalities are of two types : (i) Authorised Municipalities; (ii) Non-authorised municipalities.

(i) Authorised Municipalities i.e. those municipalities whose annual expenditure on primary education is not less than a lakh of rupees. The majority of municipalities are this category. (ii) Non-authorised Municipalities include the remaining municipalities,<sup>1</sup> These smaller municipalities pay their share of expenditure to the district school board of their district which administer primary education in their areas,<sup>2</sup> or powers over primary education within the area of non-authorised municipalities are vested either in the authorised municipality or in the district school board of the district in which it is situated.

#### Educational Administrative Set-up of Authorised Municipalities or Nagar Panchayat Samiti

In big cities they are known as Corporations and in towns as municipal committee or boards. In corporations there are three authorities i.e. General Council of the Corporation, the standing Committee of the Council and the Commissioner. The

<sup>1</sup>S.N.Mukerji : Secondary School Administration (Its Principles and Functions in India), Acharya Book Depot, Baroda, 1963, p.33.

<sup>2</sup>S.N.Mukerji : Administration of Education in India, Acharya Book Depot, Baroda, 1962, p.175.



Standing Committees<sup>1</sup> elected by the Council carry out the main work of administration covering education. Municipal Boards also function through committees with an Executive Officer to carry out day-to-day work of primary education.

#### Constitution or Composition of Municipal School Boards :

(For details see Chapter on Advisory Bodies) : There is practically no difference between the constitution of the Nagar Panchayat Samiti or the Municipal School Board and that of the District School Board or Zilla Parishad as described in Zilla Parishad. Section (b) as below. The municipal school board is dependent upon the authorized municipality for all financial sanctions and other major questions of policy. In fact, it exercises larger power on behalf of the authorised municipality. But the District School Boards are entirely independent of District Local Boards.

#### Duties and Functions of Authorised Municipalities

In contrast to the district school boards, the authorised municipalities enjoy larger powers, because their 'share of authorised municipality. In the total cost of primary education its area is greater, while a district school board contributes about four percent of the expenditure on primary education, the contribution of the authorised municipalities is as high fifty percent.'<sup>1</sup>

The authorised municipalities control their school boards and power to sanction the budget of their municipal school board

<sup>1</sup>S.N.Mukerji : Secondary School Administration (Its Principles and Functions in India), Acharya Book Depot, Baroda, 1963, p.33.

and is consulted by the government in the appointment of its administrative offices. Even some of the municipalities have power to appoint their own administrative officers e.g. ' the Calcutta Corporation has its own school departments headed by an inspectorate of the corporation. A separate salary schedule is maintained and expenses are annually budgeted.' <sup>1</sup>

Functions : '(a) To make adequate provision for maintaining the existing primary school and opening new schools wherever necessary and for granting aid to maintained by the State Government or by school board and authorized municipalities, (b) to provide adequate accommodation and equipment for primary schools, (c) to maintain an adequate staff of Assistant Administrative officers, supervisors, attendance officers, clerks, teachers, inferior servants and other staff, as may in the opinion of the State Government to be necessary; (d) to make adequate provision for facilities for the free primary education of all children to whom a scheme of compulsion applies, (e) to sanction with or without variation the budget of the municipal school board, (f) to make provision for the well-fare of the children attending primary schools within its area, (g) to determine the qualification pay and terms of employment of the staff, (h) to regulate the administration, management and control of primary schools (i) to supply books, slates, educational requisities, milk, meals or clothes to children and (k) to perform such other

<sup>1</sup>J.P.Banerji : Education in India - Past : Present : Future, Vol. I, Sm.S. Choudury Chakravorti Para P.O. Haltu, 1974,p.34.

duties and functions as may be prescribed.<sup>1</sup>

(b) Educational Administrative Set-up of Primary Education at Rural Level : At present most of the states have a 3-tier system of administration of primary education, (i) Zilla Parishad or District School Boards, (ii) Panchayat Samiti or Taluka (or block) Samiti ; and (iii) Village Panchayat or Tehsil. These are made directly responsible for administrator of primary education. There are differences between states in respect of their constitutions, power, functions, resources, and relationships with the State Department of Education. Below is given the general system of administration at three levels.

1. Zilla Parishad or School District Board : It is mainly charged with the function of co-ordination, and it is the principal body at district level. 'It has an Education Committee of 12 to 16 members, both nominated and elected. It has representatives of the present Zilla Parishad, Panchayat or Taluka Samiti and officials (Department of Education) and non-officials, experts in primary education appointed by the State Government.'<sup>2</sup> The District School Board elects its chairman and Vice-chairman from among its members. The administrative officer appointed by government acts as a Secretary to the school board.

Functions of the Zilla Parishad :

1. To approve and sanction the annual education budget of Panchayat Samities and forward to State Government the demand for grants for the Zilla as a whole and to distribute the grants

<sup>1</sup>D.M.Desai, Administration and Control of Planning of Primary Education (in Bombay State), 1956, pp.11-12.

<sup>2</sup>D.M.Desai, Outline of Educational Administration in India. A.R.Sheth and Co., Bombay-2, 1964, p.33.

when received.

(2) Establishment, management and maintenance of primary schools, inspection and visiting of the primary schools and giving grant-in-aid to private recognized schools.

(3) It is also 'to prepare the five-year plan for the development of primary education and educational activities in the district and also, with the approval of the State government, has to adopt all measures necessary to put across the schemes under the five year plans with efficiency and thoroughness.

(4) Government might, time to time, require the district body to conduct the educational survey of the district and receive it from year to year.

(5) The sanction of the schedule of the staff required by the block level committee or the Panchayat Samiti would rest with it.<sup>1</sup>

(6) Provide leadership to the Panchayat Samiti and Gram Panchayat.

(7) It would exercise the final control on primary teachers,

(8) However, they have no powers in the laying down of syllabus, prescription of textbooks, conducting of scholarships, examinations, these powers are with the Department of Education, but it is within the powers of Zilla Parishad to suggest to the director of education such modifications in the prescribed syllabi as may seem necessary to suit local requirement.

<sup>1</sup>S.N.Mukerji (Editor) : Administration of Education in India, Acharya Book Depot, Baroda, 1962, p.121.

(9) The Zilla Parishad duty is to advise the State Government generally on all matters related to primary education in district level

## 2. Panchayat Samities - at block level or taluka level

As mentioned in Section I ( historical development), that Panchayat Samiti is envisaged to function as an intermediary body between the village panchayat at the last or lowest level and the Zilla Parishad or the district council at district level.

Compositions : The Panchayat Samiti has an Education Committee consisting of both nominated and elected members. Panchayat Samiti indirectly elected by village panchayat with some representation to municipalities and co-operative organisation located within its jurisdiction and Zilla Parishad.

The following powers were delegated to the Panchayat Samiti <sup>for</sup> reading education administration.

Functions and Powers : Its responsibilities in primary education are of the following nature :

(1) To assist the Zilla Parishad in (a) conducting educational survey within the Block or the Taluka, (b) preparing and implementing the Five-Year Plans of education for its own areas;

(2) To prepare its annual budget and submit it to the Zilla Parishad for sanction;

(3) To construct and maintain buildings for its primary schools;

(4) To determine the location of the new primary schools proposed to be opened.

(5) To sanction the budget of the village panchayats within its territory and give grant-in-aid to them.

(6) To enforce compulsory primary education in its area.

(7) To supply the essential equipment and teaching aids to its every primary school.

(8) To supervise its primary schools and other educational institutions in its area, etc.<sup>1</sup>

3. Gram Panchayat or Village Panchayat : Village Panchayat is the lowest level of the local authority or body. The real operational authority is vested in the Panchayat Samiti.

Composition of the Village Panchayat : A village panchayat 'is a council elected by all the adult residents of the village.

It has been given only limited control over primary education. The village Panchayat has an Education Committee with elected and nominated members. It has representatives of the Panchayat Samiti or Taluka Samiti under whose supervision it functions.

The village panchayat has to perform the following functions regarding or in respect of primary education.

'(1) To assist the panchayat samiti in the preparation and implementation of plans (Five Year Plans) for the development of primary education in their areas.

(2) To provide adequate accommodation and equipment for local primary schools.

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<sup>1</sup>D.M.Desai : Outline of Educational Administration in India, A.R.Sheth and Co., Bombay-2. 1964.

(3) To carry out the current repairs of the buildings and if directed by the Panchayat Samiti, to carry out special repairs and to construct new building.

(4) To exercise such supervision over the local primary schools as may be prescribed or may be directed by Panchayat Samiti by a general or special order.

(5) To be responsible for the enforcement of compulsory attendance in the village schools in accordance with the rules and regulations prescribed for the purpose and general or special directions of state government and the panchayat samiti.

(6) Subject to the funds at its disposal to provide poor children with slates, books, clothes and other educational equipment.

(7) To be responsible for the proper management of the school fund.

(8) To provide play grounds and school gardens and to maintain them with the assistance of the pupils and the staff of the schools.

(9) To make provision for drinking water and other necessary amenities required by school children.

(10) To make provision, wherever possible for mid-day meals to poor and undernourished children.

(11) To make provision for school uniforms and

(12) To celebrate school functions and to organise excursions or other social and cultural programmes in accordance with the instructions that may be issued by government or the Panchayat Samiti from time-to-time.<sup>1</sup>

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<sup>1</sup>S.N.Mukerji : (Editor) Administration of Education in India, Acharya Book Depot, Baroda, 1962, pp.118-19.

### Conclusion

This is how the local level or bodies at the District level or Zilla Parishad, block level or taluka level and the village level, will be associated with the administration of education particularly with primary education in most of the states in the new administrative set-up, according to the recommendation of Balwantrai Mehta Committee envisaged in the scheme of democratic decentralisation.

### Government Control on Local Bodies

There is <sup>a</sup> dual control on the primary education administration e.g. one side local bodies and other State Departments of Education. Primary Education in each district is controlled by the State through inspection and visits of the District Deputy Educational Inspector and A.D.E.Is. discussed in detail in chapter on Primary Education. (Chapter IV)

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