CHAPTER IV

THE ADMINISTRATION OF SECONDARY EDUCATION

"The function of educational administration in a democracy is to enable the right pupils to receive the right education from the right teachers, at a cost within the means of the State, under conditions which will enable the pupils best to profit by their training."

- Sir Graham Balfour.
CONTENTS

IV.1 THE NATURE AND PROCESS OF EDUCATIONAL ADMINISTRATION

IV.2 THE CONSTITUTIONAL BASIS OF ADMINISTRATION
   IV.2.a Britain
   IV.2.b The U.S.A.
   IV.2.c India

IV.3 THE STRUCTURE OF ADMINISTRATION
   IV.3.a Britain
   IV.3.b The U.S.A.
   IV.3.c India

IV.4 OBSERVATIONS

IV.5 COMMENTS
IV.l THE NATURE AND PROCESS OF EDUCATIONAL ADMINISTRATION

True progress in the neighbourhood or large community is dependent upon intelligent planning, organization, administration and cooperation between educational forces and citizens in general. Neither of the above factors may be neglected and defined if education is to be developed and its fruits to be shared by the society.\(^1\)

The abovementioned statement amply indicates the significance and the role that administration has to play in the further development and strengthening of education.

Educational administration is relatively a recent concept as compared to the other branches of administration in politics, law, trade, engineering and medicine. Though, it can be classed as public administration along with the administration of all other non-profit making enterprises, there is a large number of educational institutions run by private bodies. Educational administration is concerned with the management of things as well as with human relationship. Educational administration is, therefore, primarily a social enterprise.

Various definitions are given by many learned persons in the field of educational administration. But one of the very striking and comprehensive of definitions\(^1\) is

given by Almack and Lang who define educational administration as follows:

"Administration exists for the purpose of getting things done."²

Since educational administration is concerned with both humane and material resources, a greater care has to be taken in the handling and proper utilization of these resources. The human elements with which administration is concerned are children, parents, teachers, other employees, the citizens in general, the boards of education and the officials at local, state and national levels of Government, while on the material side are money, buildings and grounds, equipment and instructional supplies.

Since administration is a living, dynamic process and is concerned with getting things done and policies operated, it is obvious that there should be a body of basic principles on which an administrator bases his activities. There are five clearly defined principles as under:

1. Planning,
2. Organization,
3. Direction,
4. Coordination, and
5. Evaluation.

The administrator has to plan, to organize, to direct, to coordinate and to evaluate the working of the institution. It should be borne in mind that no amount of planning, organization, direction, coordination and evaluation will be of any use, if it is divorced from the human beings for whom it is basically meant. As S. N. Mukerji observes:

One may study either the field of administration as a whole, or each process part by part. But the different processes are so basically and so intricately related as to make a separate treatment impossible and meaningless. In fact, the entire success of administration rests on how the different aspects of administration are inter-linked. This is why we think of administration as a process or as a complex of interrelated processes.3

IV.2 THE CONSTITUTIONAL BASIS OF ADMINISTRATION

The fact that education is mainly a responsibility of the Governments and necessary provisions for the maintenance and development be made to facilitate educational administration, has been widely acknowledged and respected countries all over the world. In the advanced like Britain and the U.S.A., certain amendments in the constitutions have been made from time to time to justify the cause of education. India, in turn, follows the similar footsteps in this regard. The success and efficiency of educational administration depend mostly on the provisions made in the

Constitution of the Government. The more specific and pin-pointed the constitutional basis, the better the development and richer its administration. This is particularly true of the country. This being the case, it becomes obligatory for the present investigator to review the different constitutional and legal points made clear in the interest of secondary education in the three countries under study.

IV.2.a Britain

Regarding the story of Government responsibility for education in Britain, as J. Stuart Maclure puts it:

It can be traced back to 1830 A.D., when the consequences of the Industrial Revolution led to efforts to bring pressure to bear on the Government to prevent the exploitation of children in mines and factories. In 1830 A.D., the Parliament made its first grant for education. The Education Act of 1870 A.D. the most important educational development of the century, for the first time empowered the Government itself to provide educational facilities. Popularly elected school boards could be set up to manage schools for pupils between the ages 5 and 13 in areas where no voluntary schools existed.

The Technical Instruction Act of 1889 A.D. empowered local authorities to spend part of the rates on technical education and some school boards started to provide secondary education. The Governments' powers were strengthened by the Education Act of 1899 which established a Board of Education and provided for a Consultative Committee. The Education Act of 1902 introduced for the first time, a coordinated national system of education, and, with its emphasis on local administration is still the basis of much of the education system. The Education Act of 1918 (The Fisher Act) raised the Upper age of
compulsory attendance without exemptions to 14 and provided for part-time compulsory attendance at day continuation schools for boys and girls between 14 and 18. In 1962, the Consultative Committee of the Board of Education issued a report on the education of the Adolescent (the Hadow report) recommending the raising of the school leaving age to 15. In 1938, a further report of the Consultative Committee, the Spans report, proposed an alternative type of secondary school admitting children at 11, while the Education Act of 1936 was designed to make the reorganization of secondary education possible.4

but many of its provisions were nullified by the outbreak of the Second World War.

But the present basic policy governing the public education in Britain is laid down in the Education Act of 1944. It reads as under:

The statutory system of public education shall be organized in three progressive stages to be known as primary education, secondary education and further education, and it shall be the duty of the Local Education Authority for every area, so far as their powers extend, to contribute towards the spiritual, moral, mental and physical development of the community by securing that efficient education throughout those stages shall be available to meet the needs of the population of their area.5

Among the more important changes under the Act were the promotion to ministerial status and increase in power for


the President of the Board of Education and for his department which became the Ministry of Education. The Minister was given effective power to secure development of a national policy of education. This act made provision for the free secondary education.

In 1965, the Government put forward its policy for eliminating selection for secondary education and asked local authorities to draw up plans for the reorganization of their existing provisions on comprehensive lines.

Under the provisions of the constitution, there is no discrimination between children on grounds of religion, race, colour, nor is there any differentiation in educational provision for children between rural and urban schools.6

IV.2.b The U.S.A.

The present perspective of American education and its administration could be traced back to its very inception of a democratic nation with her own, distinct philosophy and culture. It was in 1787, that the constitution of the United States was framed and the people of that land acquired independent national status.

But, it could be noticed that the Federal Constitution as originally adopted in 1788 and as amended with the Bill of Rights in 1791 has no reference as such to education,

since, it was considered to be the domain of the States. As Nicholas Hans has observed:

From the first days of independence, the constitution of America excluded education from the purview of the Federal authority. The fear of Federal encroachment on the autonomy of the States was especially strong in the South and among religious community in all States. Each State was left to build its own educational system, and although many States have included in their constitutions, the provision of education, in fact, they relegated the obligation to the local authorities. 7

The principle of decentralization is one of the most cherished one in the American system of administration of education. Education is considered to be a matter for State and local control. There are fiftyone State systems in the metropolitan United States. The States while retaining certain regulatory, supervisory and leadership functions with respect to it, delegate much of the responsibility and authority to smaller units known generally as local school districts of which there are some 75,000 in the United States as a whole. Despite the fact that there is no reference made to education in the U.S. constitution, there were some amendments made thereafter which touch and try to cover education and its administration in the authority of the Government. In the U.S.A., the concepts of equal privilege, equal opportunity, protection of law to all are given a legal recognition.

Within the boundaries and frame of the Federal Constitution, every State constitution contains some mention of the public education, while some of the new State constitutions contain many details concerning the public schools. The people of the U.S.A. believe that education should be kept close to the people and that it should be as free as possible from political entanglements and from domination of any interests that might use it for selfish ends.

Despite the fact that the American constitution safeguards the right of the States, the intervention of the Federal Government is of long standing. So to say, the first action which the Federal Government took in support of education was the famous Ordinance of 1785 by which lot No. 16 of every township on Federal lands was reserved for the maintenance of public schools within that township.

IV.2.c India

A new era in the history of education in India was ushered in with the attainment of independence in 1947 A.D. The goals of the national policy have been prescribed by the Constitution to which every citizen owes his allegiance; and in order to achieve them, the nation has also decided to adopt three major programmes:

1. democracy as a way of life,
2. socialistic pattern of society,
3. industrialization based upon modern science and technology.

As Nurullah and Naik put it:

It is now for the educational system of the country to orient itself in such a way that these goals could be realized in the shortest possible time. The basic objectives of the reconstruction of education in free India are, therefore, provided by the preamble to the Constitution and by the decision to adopt democracy, socialism and rapid industrialization as national goals.8

An important administrative issue dealt with in the Constitution refers to the division of educational responsibility between the Government of India and the States.

The educational and cultural interests of minorities have been safeguarded by important provision of the Constitution.

As has been provided by the Constitution, the State responsibilities for secondary education can be enumerated as under:

1. A State Government has to find all the financial resources needed for secondary education.
2. Supervision and inspection of secondary schools.
3. Prescription of curricula and the text-books has also been an exclusively a State responsibility.

Observations

From the preceding data, the following observations are drawn:

1. Education has been largely accepted as a State responsibility by the constitutional provisions of almost all the three countries with some exceptions of extent and time.

2. Britain has been a pioneer nation in shouldering the responsibility of all education as a result of the people's efforts for a pretty long time. This feature of the people of Britain has a far-reaching impact on education in the sense that it is considered as a State responsibility backed by the public support.

3. From the constitutional point of view, the U.S.A. has not vividly described its responsibilities for education as such. There is very little mention of the same in the Federal constitution. However, all the States function as guiding and liaison bodies for education.

4. The constitution of India has declared to accept the responsibility of providing all education in partnership with the States and Local Bodies.
5. So far as secondary education and its administration is concerned in all the three countries, the powers and responsibilities have been delegated and laid on local authorities with generous support by the State Governments.

The Table No. IV.1 gives a comparative position of the various constitutional provisions made in these three countries.

**TABLE IV. 1**

**Constitutional Basis of Administration for Education**

<table>
<thead>
<tr>
<th></th>
<th>Britain</th>
<th>The U.S.A.</th>
<th>India</th>
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<tbody>
<tr>
<td>Local Education Authorities share the responsibility.</td>
<td>State undertakes supervision and control.</td>
<td>State's sole responsibility.</td>
<td></td>
</tr>
<tr>
<td>State control and supervision.</td>
<td>No maintenance of uniformity and structure.</td>
<td>State control and supervision.</td>
<td></td>
</tr>
<tr>
<td>Financial support by the State.</td>
<td>State aids in meagre degree</td>
<td>State grants-in-aid.</td>
<td></td>
</tr>
<tr>
<td>Her Majesty's Inspectors.</td>
<td>Superintendents.</td>
<td>Supervision and control by the States.</td>
<td></td>
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**Comments**

Though, there are constitutional provisions in these three countries for accepting and shouldering the
responsibility of secondary education, the U.S.A. has not accepted in principle any responsibility as such. On the other hand, the States function as guiding and liaison bodies for education and help the local efforts foster and strengthen their educational activities. If one has a close look at the American system of education, one can find that the U.S.A. has morally and ethically accepted more responsibility of education in practice than in words.

(1) Education is the responsibility of the people whose children are going to be benefitted. And, therefore, they should come forward with finance to erect, maintain and further develop their education systems. The American approach and practice is worth appreciating for two reasons:

Firstly, it is the spirit behind the implementation that makes American education effective.

Secondly, the people's concern over the problems and standards of education is very high. This concern of the people leads to their greater involvement at various levels in the educational structure.

In India also, such a public responsibility should be undertaken and the extreme stress and tension on the States should be lessened. The State Governments can provide adequate guidance, personnel and other resources where and when needed to supplement the local efforts.
(2) On the line of Britain, a question arises whether the States of India should shoulder the entire responsibility of education. Taking into consideration our meagre financial allocations and thinner resources, it may be difficult to meet with the challenge of upgrading the standards of secondary education.

(3) The delegation of powers and responsibilities of secondary education to the Local Education Authorities in India is indeed a bold and a broad step taken towards democratic decentralization as in the U.S.A. and Britain. But, certain supervisory and decision-making practices still need modifications. Centralization in policy and decentralization in implementing the policy seems to be quite a worthwhile pattern for education in India.

But one point, if at all India has to learn from the U.S.A. and Britain, it is this; that local interests, effort, initiative and resources should be exploited to the maximum for the academic uplift of the illiterate masses.

IV.3 THE STRUCTURE OF ADMINISTRATION

With a view to materializing the constitutional basis of education and fulfilling its goals, some kind of administrative structure or a design is essential. Without such a thoughtful and planned structure, there is a fear of national system of education being tumbled down, and the
money spent for the purpose being rendered meaningless. Administration is a machinery which is not only functioning and operating according to its original plan and design, but also generating some kind of thinking, planning, directing, coordinating and promoting originality in those who are involved in it.

The success of an organization of education, however strong it may be, depends to a larger degree upon its administration, and administration in turn, upon its structure and hierarchy. In promoting the cause of secondary education, the developed countries and developing countries are everyday experimenting different approaches based on varying administrative structures. In this study, the investigator aims at comparing various structures of administration in different countries under study, in order to seek implications suitable for India.

IV.3.a Britain

The ultimate control and direction of education in Britain is vested by the Act of Parliament in the Minister of Education. Administration of the public system of primary, secondary and further education is divided between the Central Government, Local Education Authorities and various voluntary organizations.

The Ministry of Education was constituted for the
first time under the Education Act of 1944. The Minister presides over the Department of Education and Science assisted by two Ministers of States and two Parliamentary Under-Secretaries. The staff consists of head-quarters officials, under a permanent Secretary and includes specialists of different types and Her Majesty's Inspectors most of whose work is in the Local Education Authorities areas. There is a group of the officers of the department of Her Majesty's Inspectors. Her Majesty's Inspectors are responsible for the inspection of all schools, and they review and report on the content and value of education provided in schools. They are available as advisers to individual teachers also. They give professional advice to the department, and conduct the courses for the teachers in active service, and prepare advisory pamphlets. Still another group consists of the clerical, secretarial and executive staff. Moreover, under the Education Act of 1944, the Central Advisory Councils are established with their duty to advise the Secretary of State on matters referred to them.

To meet the needs of the local people, the responsibility for providing education at three progressive levels - primary, secondary and further education - lies with the Local Education Authorities. Administration and control are effectively carried out with cooperation, compromise and mutual understanding between the Central Government, Department and the bodies responsible for the local operation of the education system.
To understand the nature of the relationship existing between the Ministry of Education, the Local Education Authorities and the schools as illustrated in the chart on Page No. 126 reference must be made to:

1. **Parliament**

All activities in the field of education as far as State is concerned derive sanctions from the Parliament.

2. **Ministry of Education**

The Parliament has shouldered the responsibility to the Minister of promoting the cause of education in Britain, and as a result, Ministry of Education has come into existence with Minister as the head of it.

3. **Central Advisory Council**

It considers all matters of educational theory and practice and advise on all questions referred to it by the Minister. The members are appointed by the Minister and includes persons with experience.

4. **Her Majesty's Inspectorate of Schools**

All the Inspectors are selected and appointed by Her Majesty largely on the basis of sound and effective teaching experience.
STRUCTURE OF ADMINISTRATION OF EDUCATION IN BRITAIN
5. **Voluntary Organizations**

These are the main national bodies so far as the secondary education is concerned.

6. **Local Education Authority**

The Council of the county or county borough, composed entirely of persons popularly elected, responsible by the Act of Parliament for public education in their respective areas.

7. **Finance Committee**

This Committee is responsible for the finances and all financial aspects of the activities of the Council of the county or county borough and accordingly influencing the activities of the Education Committee.

8. **Voluntary Organizations**

As far as the secondary education is concerned, voluntary organizations are the bodies formed for running the private schools.

9. **Education Committee**

This is a Committee of the Local Education Authority responsible for the day-to-day discharge of the duties for running the institutions imparting secondary education except the power to borrow money or levy rate.
10. **Foundation Managers**

In case of a voluntary school, a manager is appointed by the voluntary body to manage school finance, equipment, building, etc.

11. **Maintained Schools**

In the public system of education, there are schools of the following types:

(a) Country schools are controlled by managers appointed by the Local Education Authorities. They are responsible for providing buildings. The maintenance cost of the same is met entirely out of public funds.

(b) Voluntary schools, whose buildings are normally provided by voluntary bodies and in certain circumstances, they are eligible for grant from public funds and controlled by managers of individual schools.

12. **Direct Grant Schools**

These are such schools as receiving grant directly from the Ministry for the provision of building and maintenance cost by the voluntary body.

13. **Independent Schools**

These are schools whose buildings are provided and
running cost met entirely by a proprietor or voluntary body of persons acting as Governors, financed by fees and sometimes supplemented from charitable funds.

IV.S.b The U.S.A.

In the U.S.A., education has been a State function. By the Tenth Amendment to the Federal Constitution, education has been included in the powers reserved to the States. This is an illustration of 'the division of powers' that characterizes the American constitutional systems of Government at different levels.

As Campbell F. Ronald and others observe:

Normally, State administrative agencies are constituted to exercise power over education at the State level and to administer the policies and general practices which have been authorised by law. Many State constitutions include provisions for a State School Board, a school fund and a Chief State School Officer (Superintendent). 7

The Chief State School Officer is an executive officer or administrator of the State schools under the State Board of Education, heading the State Department of Education which administers the school laws and policies. The qualifications for the office of a Superintendent are specified by education, experience and also character in some States. The length of term and the manner of selection

likewise vary in several States. This officer and his staff in the State Department of Education discharge important responsibilities.

In every State, legislatures have established a State agency or office to exercise general oversight over public education. These responsibilities are threefold:

(a) to coordinate the efforts of various agencies and several districts;

(b) to render needed service to the districts; and

(c) to provide leadership of professional character.

The internal organization of the State Department of Education is generally correspond to the following functions:

(a) Bureau or Division of administration,

(b) Bureau of finance,

(c) Bureau of research, and

(d) Bureau of instruction.

Each division or bureau is found with a staff of specialists or supervisors. The work and influence of a State Department of Education is an important factor in the growth and improvement of a State's schools.

According to the principle of division of powers that been provided in the federal system of Government,
STRUCTURE OF ADMINISTRATION OF EDUCATION IN THE U.S.A.
education is made a State function. Furthermore, this principle has been substantiated and accepted in general by the constitution, historical tradition and many precedents.

The detailed departments or sections and officers of the State Department of Education could be better visualized and comprehended from the chart and the explanatory note that follows. (As a model Virginia State is taken).

Structure of Administration of Education in the U.S.A.

1. State Board of Education
2. Madison College
3. Longwood College
4. Virginia State College
5. Virginia State School
6. Superintendent of Public Instruction
7. Secretary of Board
8. Assistant Superintendent of Public Instruction
9. State Library
10. College of William and Mary
11. Virginia Military Institute
12. Virginia Polytechnic Institute
13. University of Virginia
14. Medical College of Virginia
15. Virginia School for the Deaf and Blind
16. Governor's Council, Virginia Economy
One important indication of the nature of the Federal Government's interest in public education was the establishment of the U.S. Office of Education in 1857. It was to be a centre for collecting information and statistics for reporting and distribution to the several States. Its title was frequently changed and in 1953, it became one of the three components of a new cabinet department, viz. the Department of Health, Education and Welfare. The U.S.
Office of Education has been headed by a Commissioner of Education, appointed by the President and confirmed by the Senate.

The original clearing house function of the Office of Education has grown through the addition of services and coordination activities. Some of the recent activities of the U.S. Office of Education could be visualized as under:

1. Administration of fellowships and loans;
2. Provision of foreign language institutes for elementary and secondary teachers;
3. Establishment of area study centers;
4. Administration of grants to States;
5. Provision for research and experiments in more effective use of modern communication media in education;
6. Making grants to States for vocational education;
7. Aiding school construction;
8. Programming for retraining of unemployed workers;
9. Provision for grants to institutes for mentally retarded;
10. Extension of library services to rural areas;
11. Administration of international teacher exchange and technical assistance program;
12. Conducting studies of foreign education;
13. Cooperating with international agencies in projects and publications.

The local district normally has an administrative organization that generally includes a board of education, a Superintendent of schools with assistants and staff depending upon the size and needs, principals for various schools, teachers, supervisors and other professional personnel and non-professional employees needed to carry on

its educational programmes. It is vital to specify the following two terms in the present context:

1. The Board of Education;
2. The Superintendent of Schools.

(1) The Board of Education

The State has vested authority in the Board of Education to control and maintain the schools of the local district. This is as a part of American tradition that the schools should be kept closely responsive to the will of the people. The term of office is set by law, commonly four years and elections are usually on non-partisan basis. The number ranges from five to fourteen with a number of titles in various States like - School Directors, District Trustees, Committeemen, etc.

(2) The Superintendent of Schools

The Superintendent is usually elected by the Board of Education and works as its executive officer. Now-a-days, the position is recognized as professional in nature, having developed from simpler beginnings. A good Superintendent attains recognition as the educational leader in his school district. This post is filled in with persons having a broad background of education and experience and proven ability to lead the efforts of all
forces of the community in the support of a good school system.

The relation between the Board of Education and Superintendent is extremely important one that all concerned should try to understand and accept. It is clear; the Board should make policy; the Superintendent executes policy and administers the business of the school system in terms of that policy.

IV.3.c India

India being a federal country, the responsibility for secondary education rests with the State as well as the Union Government.

As J. P. Naik points out: "Under entry 11 of the list of State functions appended to the Constitution, education is a State subject except to the extent provided for in the lists of 'Union or Concurrent functions'."9

Thus, the administration of education is decentralized among the States. The main responsibility of the Union Ministry of Education headed by the Minister for Education is to plan, guide and coordinate educational activities and progress in the country as well as its reconstruction.

In order to understand the administrative pattern, it is essential that the study be carried out at three levels; viz.:

1. Administration of Education at the Central level;
2. Administration of Education at the State level; and
3. Administration of Education at local level.

(1) Administration of Education at the Central Level

There is the Union Ministry of Education headed by the Minister of Education and his host of secretaries and deputy secretaries who assist him. There is also a provision for Central Advisory Board of Education and other Advisory Bodies which give an expert advice to the Minister on various important issues of education. There is a secretary to the Minister of Education, who is a permanent head of this portfolio. Further, there are Joint Secretaries, under-Secretaries and Assistant Secretaries, who according to the size and type of the work, either jointly or individually assist the minister in different ways. There are also the advisers.

The Secretariat of Education which is permanently headed by the Education Secretary, is divided into the following divisions, each in charge of one Deputy Secretary:
(1) Administrative Division
(2) Elementary and Basic Education
(3) Secondary Education
(4) Higher Education and UNESCO
(5) Social Education and Social Welfare
(6) Scholarships
(7) Physical Education
(8) Hindi Language
(9) Plan-coordination
(10) Research
(11) Technical Education
(12) National Book Trust and Publication
(13) Cultural Activities
(14) Pre-primary Education
(15) Education of the Handicapped
(16) Central Education Library
(17) Audio-visual Aids
(18) Central Bureau of Educational and Vocational Guidance
(19) Sports, Scouts, etc.
(20) Youth, Welfare and Festivals
(21) National Council for Research in Basic & Fundamental Education
(22) National Council for Educational Research & Training.

The chart that follows will give a graphic view of the central administrative set-up of education in India.
STRUCTURE OF ADMINISTRATION OF EDUCATION IN INDIA
(8) Administration of Education at State Level

In each of the States, there is a Minister in charge of education, who is elected and is responsible to the State cabinet. He is assisted by the Deputy Minister. There is a provision for the Secretary who is a permanent head of the State Education Secretariat and advises and assists the Minister on every important issue of education. Under the Secretary, there are assistant or deputy secretaries, the Director of Education and the Director of Technical Education. The Director of Education is the highest executive head of the huge set-up of the administrative machinery. He is further assisted by other deputy directors whose number may vary according to the magnitude and type of work in each State. These deputy directors look after some special branches of education and are experts.

The other State level officers include:

(i) Inspectors for specialized fields like art, craft, audio-visual, physical education, etc.

(ii) at the district level, the various officers for different areas of education, viz. (a) elementary education, and (b) secondary education are in charge of these different areas of education. They are, Administrative Officer and the District Education Officer. The District Education Officer is also in charge of the teacher training colleges for elementary education.
1. INDUSTRIAL REVOLUTION BROUGHT THE PRESSURE ON THE GOVT. TO PREVENT CHILDREN WORKING IN THE MINES & FACTORIES.
2. THE EDUCATION ACT OF 1870 EMPOWERED THE GOVT. TO PROVIDE EDUCATIONAL FACILITIES.
3. TECHNICAL INSTRUCTION ACT OF 1899 EMPOWERED LOCAL EDUCATION AUTHORITIES TO SPEND FIXED AMOUNT OF TECHNICAL EDUCATION.
4. A COORDINATED NATIONAL SYSTEM OF EDUCATION WAS INTRODUCED BY THE EDUCATION ACT OF 1902.
5. UPPER AGE OF COMPULSORY ATTENDANCE WAS RAISED TO 14 BY THE EDUCATION ACT OF 1918.
6. IT WAS RAISED TO 15 IN 1926
7. SECONDARY EDUCATION WAS REORGANIZED BY THE EDUCATION ACT OF 1936
8. DU TO THE EDUCATION ACT OF 1944 EDUCATION IS ORGANISED IN THREE PROGRESSIVE STAGES AND LOCAL EDUCATION AUTHORITIES ARE MADE RESPONSIBLE.

THE STRUCTURE OF ADMINISTRATION

1. CHIEF STATE SCHOOL OFFICER IS AN EXECUTIVE OFFICER OF THE STATE.
2. STATE DEPARTMENT OF EDUCATION ADMINISTERS THE SUPPLEMENTATION POLICIES AND LAWS.
3. THERE IS A STATE AGENCY OR OFFICE TO EXERCISE GENERAL SUPERVISION OVER PUBLIC EDUCATION.
4. EACH BUREAU IS EQUIPPED WITH A STAFF OF SPECIALISTS OR SUPERVISORS.
5. HER MAJESTY'S INSPECTORS ARE RESPONSIBLE FOR THE INSPECTION OF SCHOOLS.

1. POLICY IS DECIDED AT THE MINISTERIAL LEVEL AND IS EXECUTED BY THE DEPARTMENT OF EDUCATION.
2. EDUCATION IS ADMINISTERED AT TWO LEVELS IN THE STATE: MINISTERIAL LEVEL AND DEPARTMENTAL LEVEL.
3. STATE DEPARTMENT OF EDUCATION EXERCISES GENERAL SUPERVISION OVER PUBLIC EDUCATION.
4. MUTUAL UNDERSTANDING IS PREVALENT AMONG THE DIRECTOR OF EDUCATION, LOCAL EDUCATION AUTHORITIES, AND THE HER MAJESTY'S INSPECTORS.
5. DISTRICT SUPERINTENDENT AND SUBJECT EXPERTS ARE INSPECTING THE SCHOOLS.
6. DISTRICT EDUCATION OFFICERS AND SUBJECT EXPERTS ARE INSPECTING THE SCHOOLS.

THE BASIS AND STRUCTURE OF ADMINISTRATION
Observations

(a) What is the trend of Government involvement in education of the three countries?

The comparative Chart on Page No. 143 reveals how the Government slowly got involved in accepting the responsibility of education. Taking Britain, one can very well say that Government involvement in education is a very thorough process through Government legislations. In other words, Britain embarked on constitutional democracy through a slow process from Monarchy to Limited Monarchy to Democracy. It is a whole history of development of democracy in Britain. Government's role in education also grow as a slow and steady growth. This is apparent from the various Acts passed by the Government. One might, therefore, find that, as a result of this evolutionary process - that the British educational system is leaning towards conservatism and also towards the centralization of certain special powers in the British Inspectorate.

What about the U.S.A.? In the U.S.A., the Government accepted its role in the Constitution first, and then, the implementation started. The Government made secondary education as a State responsibility, where each State is free to implement its own standards and policies in secondary education. Each State as if is an autonomous system where the centre can advise, but the advice may or may not be
accepted by the State. Herein, the centre retains only the guiding body, viz. Health, Education and Welfare in Washington. Therefore, the U.S. Government in education is more of an advisory type and much less of an inspecting type.

In case of India, the constitution of India recognized the State role of Government for secondary education. The State is the controlling, grant-giving and supervising authority for secondary schools. As Health, Education and Welfare is giving grants for experimentation and research in U.S.A., the NCERT is giving token grants for experimentation and research in secondary schools in India. India, first established Government responsibility in education and then the implementation started (like the U.S.A.).

The present investigator thinks that the Indian acceptance and description of the role of Government in education is quite proper for two reasons: Firstly, as each State of India has its own unique cultural pattern, rightly it is given full freedom to shape its own secondary school pattern. At the same time, the chief citadels of knowledge, namely, the universities are under the supervision and control of a statutory body viz. University Grants Commission (UGC). Therefore, it can be said that the educational responsibility of the country is rightly shared by the State and the Central Governments.
(b) The evolution of the system in Britain affected its structure also. The British structure could be called a centrally administered structure. As Britain is a small country geographically, it can afford to keep a central system. Then, the vast powers for the control, direction and supervision are vested with the Inspectorate. Whereas, in the U.S.A., the State Department of Education administers the rules, laws, and policies of the Government. But, here the inspecting officers are just like counsellors and not of a decision-maker as to what the schools should do. In India, the inspecting authorities, more or less enjoy wide powers for supervision, control and direction of education in the States. Of course, the American system of subject-wise Inspectors is being followed in India quite slowly.

In this way, the basis of administration of secondary education is the resultant outcome of the constitutional directives and also of country's growth in democracy.

IV.4 OBSERVATIONS

From the foregoing review and analysis of the structures of educational administrative set-ups in the three countries under study, the investigator is able to arrive at the following conclusions:

1. The responsibility of education has been accepted by the Federal Governments of Britain
and India to varied degrees. In case of India, the States also shoulder the responsibilities for the governance of education in matters of finance and policy decisions. Hence, there is a provision of the Central Ministry of Education in these two countries while in the case of the U.S.A. the constitutional provisions do not allow the Central Ministry (Secretariat) for education.

2. In all the three countries, there are State Departments of Education which delegate powers to the responsible education officers to administer programmes and policies pertaining to education.

3. Though the supervision and control of education rests with the State Government in all these three countries under study, the local needs and organization of education becomes the responsibility of the local organizations.

4. In Britain, there are Local Education Authorities, in the U.S.A. there are school districts and in India, there are District and Local Education Committees which serve as local administrative units.
5. In Britain, the U.S.A. and India, there is complete decentralization of administration of education. This is a common feature in the countries under study.

6. There are Her Majesty's Inspectors in Britain who maintain an effective supervision, whereas in the U.S.A., there are local supervisors and district superintendents; and in India, there are district education officers.

7. In India, a pattern of decentralization of educational administration has been established in many States, delegating maximum powers to the Local Education Authorities, just as in Britain and the U.S.A.

In India,

8. There is a beautiful blending of the complete decentralization of administration like the U.S.A. and the Britain, as well as reserving certain powers of administration with the Centre or Union Government. This uniqueness is achieved by way of establishing a three-tier system viz. Central, State and Local patterns of educational administrative set-ups.

IV.5 COMMENTS

It could be observed from the above-mentioned
observations that the pattern of educational administration that India has wisely established is a unique one and reflects her deep thinking and experience based on the principles of democratic decentralization and federal republic. But that does not mean that she has nothing to accept or to learn from the developed countries.

Now, the question arises as to **How the existing pattern of India be modified regarding the responsibility of education?**

**Modification of the Existing Pattern**

It is a good feature of India's pattern like that of the British pattern in that the responsibility of education has been accepted by the Federal Government. Moreover, to meet the local needs and aspirations, the States also shoulder the responsibility of education. That is an unique feature of India's set-up. Thus far, it is alright. But, the noteworthy feature of the set-up of the U.S.A. that is worth accepting for India, is regarding the maximising the local initiative and exploiting people's concern over the matters relating to education. Hence, it is obvious that a heterogeneous mixture of the good features of the U.S.A. and the Britain will provide with a proper basal platform for erecting an edifice of education.

Moreover, at times, it seems that in the case of
India, the basic principles of educational administration are not cared for properly, what can be done to improve upon the very process of educational administration?

The basic principles for educational administration, viz., (1) Planning, (2) Organization, (3) Direction, (4) Coordination and (5) Evaluation, must be properly cared for. If these five points be taken good care of, there will be an overall reshaping of the educational administration so far as India is concerned. In this regard, let us have a look at what the Education Commission says: "......we could judge them on the basis of three interrelated criteria: adequacy, dynamism and international comparability". They must be:

- **adequate** in relation to the tasks for which they are intended;

- **dynamic** and keep on rising with the demands for the higher levels of knowledge, skills or character which a modernizing society makes, and

- **Internationally comparable**, at least in those key sectors where such comparison is important."10

The another question that attracts our attention

is what change can one suggest in regard to the role played by the inspecting officers? In this regard, India stands on equal footing with the Britain and the U.S.A.; in so far as there are State Departments of Education - which delegate powers to the responsible education officers - are concerned. India has followed this tradition of the British regime, in which, there is extreme centralization of power, and in matters relating to decision-making and policy matters, the Director of Education has the final word. India can note a significant point from the U.S.A. where there is a district superintendent, who not only inspects the schools, but also appoints teachers of various categories, and with whom lies the powers for the certification procedures for secondary school teachers. Moreover, the Superintendent whose office is known as Education Officer in India which reflects good deal of deviation from the Her Majesty's Inspector's post. Like that of the Superintendent of schools in the U.S.A. the Education Officer in India must play the role of a real innovator, leader and counsellor to the schools. Moreover, it would definitely yield good results if the Education Officer is empowered with the certification procedures for the secondary school teachers.

The next point confronting us is as to "What India has to learn from the Britain and the U.S.A. with regard to the supervision and control of education?"
Instituting the new Post of Education Officer with newer responsibilities:

(Point: 4)

Today, the Education Officer has to perform multifarious activities. As a result of which, the role which he ought to play is not performed. In this connection, the investigator feels that the government could think of instituting two posts at the district level so that the Education Officer can play his real role. One may be entirely in charge of executing the policy of the government and administrative duties, while the other may look after the academic aspect of education and may be held responsible for performing his role as a friend, philosopher and guide to the teacher. This is implemented in Gujarat State.

If the appointment of two persons of equal status at the district level affects heavily to the exchequer, the government could think of appointing a person not below the rank of second grade post for purposes of administration and the Education Officer can be made free from the administrative duties so that he can look after the academic aspect of education, professional development of secondary school teachers and the total school improvement programme. In short, for enabling the Education Officer to play his real role as a real innovator, he should be made free from the administrative responsibilities.
Supervision and Control

Regarding the supervision and control of education, these powers rest with the State Government in all these three countries, the local needs and organization of education become the responsibility of the local organizations. It is good that India falls in equal lines with the Britain and the U.S.A. But this is not enough. The present system requires modifications. The Education Acts which are to be legislated in the States of India, will enable the Local Education Authorities to meet with public support coupled with the legislative and monetary backing of the Government. In matters relating to supervision and control of education, the Government must place the criteria for evaluating the supervisory practices before the schools. This will create a better climate in the academic life of the schools and a significantly healthy line of approach towards an effective relationship between the Local Education Authorities and the Education Department. Moreover, regarding the control of education, the Government, instead of managing the affairs from the ivory citadel of the Government Office, must come down to the hard plains of reality and sit with the Local Education Authorities for getting the idea of their respective difficulties and problems. The Government officials must co-opt members of the Local Education Authorities while forming a batch for inspecting and supervising procedures. If this be done, then the supervision and
control of secondary education will come out as a joint and a cooperative venture in which there is apparent public support and concern backed by Government support and guidance.

In the foregoing few paragraphs, an account is laid regarding the pattern of the supervisory practices, and the role of the education officers.

Another question that needs consideration is this: "How to raise the funds needed for shouldering the responsibilities of running secondary education on the part of the Local Education Authorities?"

The Question of Funds

No doubt, it is a good feature for India, that it falls in line with Britain and U.S.A. in matters relating to Local Education Authorities. But, there is one point to be added to this. The District Panchayats or the State Governments must be empowered to implement the education cess. When the education cess be implemented, it will serve dual purposes of providing with the financial burden as well as the sense of concern for even the layman in matters of running the education. The layman will feel that he is one of the agents responsible for catering to the needs of education. The machinery for collecting the education must be such that it must be directly accessed from the respective income-groups and it must incur minimum administrative
expenses. When this be done, the general public will be in a position to consider the education in general and the academic problems in particular to be of their own concern. This will come out to be a turning point in the control of secondary education. As a result, the parent-teacher associations and the student-teacher-parent participation in matters of education will get an anticipated acceleration.

The another problem that occurs to the investigator is "whether the managerial procedures of secondary schools prevalent in India require any modifications?"

It is a good feature for India, that it falls in line with the Britain and the U.S.A., in the matter that there is a local administrative unit which manages the affairs of education in matters of starting of new schools, appointment of teachers and admission, classification and promotion of pupils. But one thing that requires to be modified in this regard is that there prevails an anarchy and no uniform pattern is followed. There are privately managed schools; Missionary schools, local bodies schools and Government schools. Hence, there must be some form of uniformity in the matters regarding these. Of course, the investigator does not mean to say that there must be a legislation implemented for this purpose, but some sort of criteria must be laid down by the Government, which must serve as a guideline for the purpose. The
conflicts which are apparent between the Government and the
Local Education Authorities will be easily eradicated.
Hence, a harmonious atmosphere will be prevalent between
the Government and the Local Education Authorities.

Then, another question raising its head is "Then, what about the decentralization of administration of
education?"

Decentralization

In this connection, the investigator notes with
pleasure that like the Britain and the U.S.A., in the case
of India, too, there is complete decentralization of
administration of education. But, the superiority of bureau-
cracy and hierarchy of the Government officials, is a
stumbling block in the smooth functioning of the decentra-
лизed democracy. So, the present investigator has to
offer a suggestion that along with a Government appointed
bureaucrat, an academician of proven merit should be
appointed so as to give due academic colour and flavour
to the Government policies; as the academician may look
at the problems pertaining to education from the proper
academic perspective and the Government appointed
bureaucrat may look to that from the administrative
aspect.

Another question is this: "What modifications
one has to suggest regarding the inspecting and supervisory procedures?

Supervisory Procedures

It is gratifying to note that regarding the inspecting and supervisory procedures, all the three countries have the same pattern to some extent. To a greater extent, the inspecting and supervisory procedures of India tally to that of the Britain, where the Her Majesty's Inspector comes to the schools in pomp and inspects the school. This is legacy of 190 years of British regime on India, while in the U.S.A. the Superintendent visits the schools as a friend, philosopher and guide. The criteria for inspection, there, are previously laid down and the respective schools are informed well in advance accordingly. Hence, a feeling of mutual confidence and cooperation is exerted both, on the part of the schools as well as the inspecting officers. The investigator strongly feels that India should exploit this point of the U.S.A. to the maximum and should reap the sweet fruits from it.

Then, "what about the powers regarding policy decisions and financial matters?"

It is a noteworthy feature of India's pattern that under the auspices of the Panchayati Raj, she followed the footsteps of democratic decentralization of the
Britain and the U.S.A. But the powers regarding policy-decisions and financial matters rest with the State and Central/Union Governments. In this regard, India can go one step forward by empowering the Panchayats and the Local Education Authorities to make policy decisions regarding framing of the syllabi, teaching methods and the like; and also in matters related to finance.

In India, there is a fairly successful blending of the complete decentralization of administration like the U.S.A. and the Britain as well as reserving certain powers with the Centre and the State Governments. The investigator offers a humble suggestion that instead of reserving certain powers with the Centre and the State Governments, the Local Education Authorities must be given complete freedom in the administration of secondary education. Of course, the State and the Central Governments may act as advisory and consultative bodies, who may offer help and supervision when referred to. Of course, the State and Central Governments must release the finance in due proportion to meet the needs of development and qualitative improvement. When this is achieved, the three-tier system viz. Central, State and Local patterns of educational administrative set-ups will be vitalized.

Recently, in India, majority of the States have made girls' education free in secondary stage. One step
forward in this direction may be good for India, in that, she may make boys' education also free at the secondary stage. Of course, this will tax the exchequer heavily, but it is an investment in human resources. Hence, it must be kept in view while framing the educational policies for secondary education. But, just making secondary education free for all will not serve the desired useful purpose. The secondary education, at the same time, must be made vocation-based. Vocationalization of secondary education will mean utilization of local resources, and this will lead to bringing near the school and society. With this, the society will also feel a sense of concern over the present state of secondary education and will lead to its improvement.

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