Chapter VI

The Administration of Elementary 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

- The Nature of Educational Administration
- The Process of Administration
- Constitutional Basis of Administration
- Structure of Administration
- Supervision and Control
- The Executive Functions
- The Financing of Education
- The Problem
- Salient Features of Comparison
- Concluding Observations
- Comments
CHAPTER VI

THE ADMINISTRATION OF ELEMENTARY EDUCATION


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 above statements indicate the significance and role administration has to play in the further development and strengthening of education. Hence the investigator has, here, endeavour to analyse the general principles and practices followed in the administration of elementary education in England, the U.S.A., the U.S.S.R., and India with

¹ C.O. Williams (Ed) Schools for Democracy, Chicago, National Congress of Parents and Teachers, 1939, p. 191.
a comparative viewpoint to distinguish some of the features that can be suggested for implications in India.

I THE NATURE OF EDUCATIONAL ADMINISTRATION

Educational administration is relatively a recent concept and profession as compared with other branches of administration in politics, law, engineering, trade and medicine. This new branch of administration is distinguished by its special feature. Though it could 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. Some of them are proprietary and run for profiteering while the others receive stable grants and do not profit. "Educational administration," as French and others hold, therefore, along with the administration of social service organizations of an educational, religious or philanthropic nature, quasi-public in character may be considered as public administration.²

Educational administration is concerned with the management of things as well as with human relationship, i.e., the better working together of people. In fact, it is more concerned with human beings and less with inanimate things. Educational administration is, therefore, primarily a social enterprise. Like any other branch of administration this new field of knowledge is more an art than a science. Educational administration cannot achieve such remarkable control and great predictive accuracy as have been achieved by the natural sciences in their fields. However, it should be realised that while natural sciences have undertaken the comparatively simple and easy task of understanding the mechanistic and mathematical relationships of the physical world, educational administration is concerned with the study of human experience of organization and association.

As Stoops and Johnson state:

Administration, in its broadest sense, means management, regulation or direction of various affairs and therefore implies executive ability.
Public school administration is defined as the organization and leadership of all community personnel concerned with public education in such a manner as will effectively make for sound education within the framework of policy set up by the board of education. The administrator and particularly the Elementary Principal must work for, by and with people.  

Various long and short, simple and complex definitions are given by many learned persons in the field of education about educational administration. But the simplest and shortest of all these is by Almack and Lang who define educational administration as, "Administration exists for the purpose of getting things done." 

According to Stoops and Johnson there lies a danger in educational administration when:

The principal often loses sight of his educational objectives as he becomes involved in administration procedures and


the resulting paper work. This is not always his fault. All too often, central office administrators are too far removed from actual school situations. They seemingly forget that the principal's main function is to work with teachers in carrying on a forward-going educational programme. They forget the increasing demands upon the principal in the area of human and community relationships. Because of this, they may require many reports and mechanical administrative details which consume hours of his time.

The Principal must never lose sight of the fact that his most important job is the maintenance and furtherance of the instructional programme. Administration is the means by which this is accomplished and should never be an end in itself. 5

There may be a number of methods and policies pertaining educational administration and school administration with regard to various procedures,

principles and formalities. But the three of these methods which are generally implied everywhere have been explained by Almack and Lang in the following manner:  

1. The Centralized Type

When administration is centralized, all authority is retained in the office. No one is expected to depart from policies or instructions. They are to be followed to the letter. This form has the advantage of stability, unity and uniformity. There is much detail and the system is stabilized. It has the disadvantages of being lifeless. Originality and initiative on the part of school staff or the pupils are lacking or not permitted. There is little contact between the staff and the principal since it is not needed.

2. The Diffused Type

In this plan authority is divided up by the principal and delegated to responsible groups or individuals. Others have the right to

participate in administration. Ordinary school routine matters are taken for granted in this system. When instructions are issued they are to be obeyed.

3. **The Intermediate Type**

In this type of administration, some responsibility is delegated. Those who receive delegated authority are held responsible for the results. Under this plan a little field of authority is reserved to everyone in the school - including teachers, custodians and others. Within that field, every one is supreme.

The decentralized plan is more satisfactory and comfortable. It encourages individual interests in the school and lets loose a flood of energy in the cause of education. It is more adaptable to peculiar needs and new situations.

It was only in 1904 that the first comprehensive book by W.E. Chancellor appeared on the subject of
educational administration. Before that there was hardly any book that dealt with educational administration exclusively. However there were certain casual features of administration treated as 'Supervision, Discipline, Classroom Management, School Management, etc.' Soon after that various thoughts were expressed to help solve the administrative problems of expanding and growing education and its various systems. Realizing the increasing complexity and magnitude of public schools, Chancellor wrote:

"With the growth of our schools in size and in number and with their development in resources and in methods, their organization tends constantly to grow more complex. Recently there has been differentiated from teachers a class of school directors, administrators and supervisors whose function is management rather than instruction. These school managers see the schools from a point of view different from that of the instructors. So recent has been their appearance in the world of education that not only the general public but even many..."
instructors do not yet understand the nature and value of their work.  

Moehlman published an exclusive volume on school administration in 1940 implying a basic theory of educational administration and emphasizing a functional approach in his study.

As Moehlman observes in his study:

Administration is essentially a service activity, a tool, an agency through which the fundamental objectives of the educational process may be more fully and efficiently realized. In the development of this point of view the teacher emerges as the most important agent, with administration in the position of ministering to his needs and thus increasing the efficiency of the teaching process. This approach may be described as the functional or organic point of view.

One of the activities of administration is the planning and the bringing into existence of an

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7 William E. Chancellor, Our Schools: Their Administration and Supervision, New York, D.C., Heath & Co, 1904, p. 5.

organization or machinery whereby the work may proceed. Besides this, administration has many other duties. School budgets must be prepared and revenues secured, expended and accounted for; school sites must be selected and buildings planned, constructed and operated; teachers and other employees must be selected, appointed, paid, promoted, transferred, retired or suspended or dismissed; the school census must be taken and children's attendance at school secured, recorded and reported and so on and so forth to a long list of administrative responsibilities. In order to expedite administrative responsibilities in many of these areas, various organizations or forms of organizations are created. 9

The broad interrelated field commonly called 'Organization and administration' may, thus, be thought of as consisting of three parts. Organization as such is a structure or plan, the creation of which is a function of administration. Further, in order that an organization may operate in accordance with

accepted theory and the basic principles inherent in the underlying philosophy, it is usually necessary to develop and apply certain administrative and educational policies. These policies become guiding principles or operational guideposts to those who endeavour to function within the organization. The techniques or procedures employed in operating the organization in accordance with established policies constitute administration.  

One of the functions of administration is to create organization as well as the basic policies which shall govern the operation of a given enterprise. Agreed upon policies and organizational features require appropriate procedures for their implementation. Administration must develop the procedures and then see to it that the whole activity moves forward smoothly in accordance with the plans that have been established. Administration must also be engaged in continuous evaluation and revision so that continuing improvement in organization, policies and procedures may result.  

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11 Ibid., p. 133.
II THE PROCESS OF ADMINISTRATION

Since administration, especially educational administration is concerned with both human 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 and other employees, the citizens in general the board 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 base his activities. There are five clearly defined principles as under:

1. Planning
   An administrator is required to visualize things and situations where he is to work before he can
make any decision. He should have a clear thought in broad outline of things that need to be done, the methods to be applied for accomplishment of the purpose and the result expected.

2. **Organization**

The basic task in administration is organization. "It is a machine for doing work. It may be composed primarily of persons, of materials, of ideas, concepts, symbols, forms, rules, principles; or more often of a combination of these. The machine may work automatically or its operation may be subject to human judgement or will."¹²

3. **Direction**

The direction is a corner stone of all administration. In it we see authority at work under control, we see action, decision and work done. The administrator's continuous work is to take decisions, issue them either in general or particular orders and put them in proper practice.

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4. **Coordination**

The interrelatedness of various human as well as material parts in administration cannot be overestimated. Any problem of administration is concerned with policy, programme, people and things. The efficacy of administration mainly depends upon the extent to which this coordination is maintained.

5. **Evaluation**

Since administration is a dynamic process and there cannot be any fixed rule or procedure, it becomes necessary to review from time to time the progress made in the system and make new arrangements to replace the old ones.

This is how the process of administration looks and the principles underlying it are basically felt important. It should be realized that no amount of planning, organization, direction, coordination and evaluation will be of any avail if it is divorced from the human beings for whom it is basically meant. As Dr. 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 interlinked. This is why we think of administration as a process or as a complex of interrelated processes.\textsuperscript{13}

After reviewing various thoughts and principles of educational administration that could serve as guidelines in this study, the investigator thinks it proper to include certain aspects of elementary education under this chapter of administration for detailed analytical description. However, it is not possible to draw a sharp line of demarkation between these aspects as to whether they fall under organization or administration. Further, since it is not any way possible to separate organization from administration and vice versa it may be taken

for granted that organization and administration are in no way different though, of course, they theoretically differ. Hence those aspects of elementary education in the four countries under this study did not find place for description in the preceding chapter viz., organization are going to be analytically described here in this chapter viz., administration.

Only the most important features of the administration of elementary education that can help to the comparative study like this are considered appropriate for description.

I 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 all over the world. In the advanced countries like England and the U.S.A. certain amendments in the constitutions have been made from time to time to justify the cause of
education. In order to harmoniously carry out the functions of education and also to operate its organization there is administration with particular principles based on the constitutional basis. The success and efficiency of educational administration depend mostly on the provisions made in the constitution of the government for education. The more specific and pin-pointed the constitutional basis, the better the development and richer its administration. This being the case it becomes obligatory for this study to review the different constitutional and legal points made clear in the interest of elementary education in these four countries.

A. ENGLAND

The story of government responsibility for education in England could 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. The humanitarians were back up by the influence of the Methodist and Evangelical Revivals and legislation was brought in, under which
the Government accepted some responsibility for the improvement of social conditions. The 1830s when the Parliament made its first grant for education was also the decade in which the first Reform Act, the first substantial Factory Act and a law abolishing slavery in the British Empire were passed.\textsuperscript{14}

The growing interest in education by the second half of the nineteenth century and its increased importance in the national policy was shown by the establishment of Commissions of Enquiry: on the state of popular education, on the line of the public schools and other secondary schools. The important was the Act of 1870 which conferred on the newly established school boards powers to make bye-laws requiring the attendance of children between the ages of 11, 12 and 13 subject to the provision that such bye-laws must grant exemptions on certain conditions to pupils over the age of 10.\textsuperscript{15} The Education Act of 1870, the most important educational development of the century, for the first time empowered the Government itself to provide educational facilities. Popularly elected school boards

\textsuperscript{14} Education in Britain, London, H.M.S. Office, 1966, p. 4.

could be set up to manage schools for pupils between the ages 5 and 13 in areas where no voluntary schools existed. This was the beginning of the controversial 'dual' system of two types of grant-aided elementary schools, one by Churches and voluntary bodies and the other by State through school boards.

The Technical Instruction Act 1889 empowered local authorities to spend part of the rates on technical education and some school boards started to provide secondary education, finding that they could not restrict themselves to providing elementary education where facilities for secondary education were in demand and were obviously inadequate. The Government's powers were strengthened by the Educational Act of 1899 which established a Board of Education and provided for a Consultative Committee.

In 1869 the Endowed Schools Act laid down that in forming schemes under the Act, provision shall be made as far as conveniently may be for extending to girls the benefits of endowments.
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. All local education authorities took over the school board's responsibilities for elementary education. The larger authorities were additionally made responsible for the provision of secondary and technical education and their powers also included training teachers, providing scholarships and paying students' college and hostel fees.16

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.

The Education Act of 1921 consolidated the Act of 1918 and earlier ones. In 1926 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 Spens 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, 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 England 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.  

The Act further defines primary education as full-time education suitable to the requirements of junior pupils between the ages of 5 and 11 years. The local education authorities are obliged by the act to consider the educational needs of the children under 5 years of age and the provision for them of nursery schools or nursery classes in primary schools.

It provides that primary schools be separate from secondary schools. And as a result of extensive reorganization and new building only a small number of senior children are now taught in the same schools with juniors. Special schools for the handicapped children are also best organized for all age groups.

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. The upper age limit for compulsory school attendance was to be raised to 16 when the Minister
was satisfied that sufficient buildings and teachers were available. 18

The Act defined the powers of the Minister and of the local education authorities with regard to the extension of technical training, of further education in county colleges, and of adult education. All remaining tuition fees in secondary schools maintained by local authorities were abolished; extended provision was made for university scholarships and maintenance grants and for the payment of fees at fee-paying schools in some circumstances.

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 provision of the constitution, there is no discrimination between children on grounds of religion, race, colour, or in the case of primary schools, sex; nor is there any differentiation in educational provision for children between rural and urban schools. 19

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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, district 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. In the preamble to it is expressed the will of the people in the following words:

We the people of the United States, in order to form a more perfect Union, establish Justice, insure domestic Tranquility, provide for the common defence, promote the general Welfare and secure the Blessings of Liberty to ourselves and our prosperity, do ordain and establish this Constitution for the United States of America.

Thus, the ideals of the nation which every social institution ought to fulfil have been represented.

education since its responsibility is to prepare the youths of a nation with reference to her above ideals and spirit. In case it fails to accomplish this, those involved in it may be considered as traitors to the nation. The schools may thus be accountable to the Constitutional Law.

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 religated the obligation to the local
authorities. Local administration in education is a historical tradition in America established by the first settlers. Homogeneous in social status and religious beliefs, identifying their local church with their communal representation in a miniature theocratic State, these settlers quite naturally administered and maintained their schools. All attempts of various states at centralization of educational administration were met by the strong opposition of Local Boards, which valued the right of appointment of teachers suitable to their beliefs and prejudices. The Churches both Catholic and Puritan supported local independence as a safeguard against the secularising encroachment of the states. Thus, in spite of complete change of social and economic conditions, the local unit of school administration survived until now as the typical feature of America. 21

The above discussion clearly indicates that the principle of decentralization is one of the most

cherished in the American system of administration of education. It is observed that there is no mention of education in the constitution of America and since Article X of the Bill of Rights declared that:

"The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to States respectively or to the people."

Education is considered to be a matter for State and local control. There are 48 State systems in the metropolitan United States and a Common Wealth System in Puerto Rico as well as territorial system in each of the outlying parts.

The States while possessing plenary power in the matter and 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.

The first amendment which determined the secular character of education and further provided the basis for generally accepted principle of academic freedom is very important and reads as follows:

> Congress shall make no law respecting the establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech or of the press; or the right of the people peaceably to assemble, and to petition the government for a redress of grievances.²²

Of equal significance is the Tenth Amendment which provided the basis for the delegation of public education function to the States reads:

> "The powers not delegated to the United States by the Constitution nor prohibited by it to the States, are reserved to the States respectively or to the people."

The free and non-discriminatory aspect of public education pointed out by the Fourteenth Amendment is indeed in tune with the democratic ideals of the American Society. Thus the concepts of equal privilege, equal opportunity, protection of law to all are given a legal recognition.

Article 1 of the constitution regarding the General Welfare Clause gives a great leeway to the Federal Government to legislate on any matter including education. It has been the basis of all federal aid to education besides many other items of national and international interest.

Within the boundaries and frame of the Federal Constitution, every state constitution contains some mention of public education while some of the new state constitutions contain many details concerning the public schools. The Council of State Governments explains the philosophy underlying the state responsibility in the study as follows:

State responsibility for education is firmly imbedded in the constitutions of the several states and buttressed by traditions and court
decisions. The responsibility of the governments of the several states for the education of their citizens in much more than a theory or a tradition or a legal convention. An examination of the efforts of the states to strengthen their public school systems indicates that it is a living principle guiding the recommendations of governors and legislatures in each of the forty eight states. There is evidence that state governments recognize their obligations to make improved educational programmes and facilities accessible to all.

Accompanying this acceptance of state responsibility is the conviction that a large share of local control is both desirable and essential ............ This belief that education should be kept close to the people appears to be accompanied more and more by a feeling that it should be as free as possible from political entanglements and from domination of any interests that might use it for selfish ends. 23

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.

The attempt at establishing Federal Department of Education in 1867 was frustrated by the opposition of States, and the Bureau of Education created in that year had the very limited functions of collecting statistical data and publishing reports.24

C. THE U.S.S.R.

On December 26, 1919 the Council of People's Commissars issued a decree on the Eradication of Illiteracy among the Population of the Russian Federation, signed by V.I. Lenin. The All-Russia Extraordinary Commission for the Eradication of Illiteracy, set up in 1920, conducted the anti-illiteracy campaign for a number of years.

The programme of the Communist Party adopted by the 8th Congress of the Russian Communist Party (Bolsheviks) in March, 1919, laid down the basic principles, the long-term plan and the ways of guiding up socialist education, introduction of general and polytechnical education free of charge, complete realisation of the principle of a uniform labour school indisputably secular with teaching conducted in the language of the respective nationality, maintaining close ties between education and socially useful productive work with a view to training well-educated members of the Communist Society; extensive promotion of vocational training ensuring a broad access to the higher schools for all those who wish to attend them, and first of all for workers.

In accordance with Article 121 of the Constitution of the U.S.S.R. every citizen has the right to education. Article 121 of the U.S.S.R. concerning education proclaims the "right" of the Soviet citizens to education. Seven-year schooling was made compulsory in 1949, and in 1955 an amendment to Article 121 declared that fees for education in
Grades VII - X and in higher schools were to be abolished as of September 1956.25

The Soviet policy precisely enunciates the function of education in the U.S.S.R.: to serve the needs of the state. The state is pre-eminent. To its full development every person is expected to contribute his best efforts as his primary obligation. The growth and development of his own individuality are of secondary importance. Part-time educational programmes to provide adults with schooling equivalent to that in Grades I to VII and moves to introduce compulsory education for children between 7 and 14 years of age, are considered necessary by the State in order to attain the minimum educational base for the many types of additional training believed necessary to build up Soviet Culture and economic and military power.26

Soviet education aims at education for excellence with freedom of choice resting with the State to the end that the State may be developed to the optimum.

26 Ibid., p. 13-14.
Schools are opened, approved and run by the State. The State determines the curriculum and methods of instruction to insure that education is in line with Party and State policy and that it can be planned and directed for the nation as a whole. A small number of educational establishments, which also function under the guidance of State authorities, are maintained by public organizations such as the trade unions, and religious denominations.

The U.S.S.R. is vocal on its policy of non-discrimination in education on the grounds of race, colour, sex, language or national or social origin. It is silent on its policy in education relating to discrimination on the grounds of political beliefs and opinions. 27

According to one of the first Soviet decrees on education, the State is separated from the church and the Church from the school. This decree prohibits the teaching of Scripture in any school where general education subjects are taught and forbids observance of religious ceremonies in the

Leaders of Communist Party Youth Organizations - the Pioneers and Komsomols - work actively to indoctrinate young people in the aims and ideals of the Party. The latter disapproves of the traditional role of the church in the Western World.

The general principles governing the education policy and system in the Soviet Union are as the directives of the Constitution prescribe. They are:

1. All schools and other educational establishments belong to the State. The State bears the responsibility to start, maintain and finance all schools, including pre-school institutions and adult education organizations, from public funds provided by trade unions, collective farms and cooperative establishments. The State reserves the sole right of ownership of all educational establishments and it is the best means safeguard the right of the citizens to education, dispensing with private or public philanthropy.

2. There is a single uniform system of education and organization which unifies all schools with
consecutive stages of public education. There are no schools which bar the way to further education for their graduates, as all educational establishments form the links of one chain. A provision is made for continuing education for all those working in factories, farms and elsewhere.

3. All education from elementary through university is free for all and all educational institutes are open to all without distinction of race, colour, religion or sex.

4. School education is provided on free, compulsory and universal basis. Elementary education (4 year) was made compulsory in 1930 and (7 year) in 1949. It was decided in 1956 by the 20th Congress of the Communist Party to introduce universal secondary education in towns and rural areas through ten-year secondary schools and vocational secondary schools.

5. All schools and other education institutions are established and work on secular basis. It was by the decree of the Council of People's
Commissars in 1918 that the Church was completely separated from the state and school. No religion has any place whatsoever in the curriculum and school.

6. Education is imparted through the mother tongue of every nationality. Culture that is socialist in content and national in form is developing in all Soviet Republics.

7. Men and Women have been given equal right and opportunity to education and it is achieved through coeducation at all stages, equal access to higher education for boys and girls and equal rights both the sexes on graduation.

8. Closer contact is established and maintained between schools and other educational and public organizations by and with the help of Young Communist League, Trade Unions and parent's organizations.

It could be concluded that the Communists of the Soviet Union are armed with theoretical beliefs about the possibilities of education for all as well as some definite ideas of how that education might
be used to increase technical efficiency in the new society which they have set up.

Internationalism in education - interpreted as teaching respect for all peoples - emphasizes the Soviet Claim of superiority of the Soviet way of life with its opportunity for the worker.

D. INDIA

It could be aptly said that a new era in the history of education in India was ushered in with the attainment of independence in 1947. To the All India Educational Conference called by the Education Minister in January 1948 Prime Minister Jawaharlal Nehru said in his inaugural address:

"Whatever Conferences were called to form a plan for education, the tendency, as a rule, was to maintain the existing system with slight modifications. This must not happen now. Great changes have taken place in the country and the education system must also be in keeping with them. The entire basis of
The great document of the Constitution of India was finalized by the Constituent Assembly after months of intensive work and was adopted on January 26, 1949. In it have been included a number of provisions having direct or indirect bearing on education as briefly mentioned below:

In the preamble to the Constitution the objectives of national policy are stated in the following words:

We THE PEOPLE OF INDIA having solemnly resolved to constitute India into a SOVEREIGN DEMOCRATIC REPUBLIC and to secure to all its citizens:

JUSTICE, social, economic and political;
LIBERTY of thought, expression, belief, faith and worship;
EQUALITY of status and opportunity and to promote among them all

FRATERNITY assuring the dignity of the individual and the unity of the nation;
IN OUR CONSTITUENT ASSEMBLY this twenty sixth day of November, 1949, do HEREBY ADOPT, ENACT AND GIVE TO OURSELVES THIS CONSTITUTION.

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.

It is now for the educational system of the country to orientate 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.29

An important administrative issue dealt with in the 
constitution refers to the division of educational 
responsibility between the Government of India and 
the States. According to the constitution education 
has been made a State subject as per Entry II of 
List II, the list of State functions, except for:

(1) Education in Union Territories and centrally 
administered areas;

(2) Entries 63, 64, 65 and 66 of list I;

(3) Entry 25 of List III.

Entries 63, 64, 65 and 66 of List I are given below:

63. The Institutions known at the commencement of 
this constitution as the Banaras Hindu Univer-
sity, the Aligarh Muslim University and the 
Delhi University and any other institution 
declared by Parliament by law to be an insti-
tution 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 officers; or
(b) the promotions of special studies or
research; or
(c) scientific or technical assistance in
the investigation or detection of crime.

66. Coordination and determination of standards in
institutes for higher education or research and
scientific or technical institutions.

Entries II and 25 of Lists II and III respectively
(State functions and Concurrent functions) are also
given below:

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

25  Vocational and technical training of labour.

The educational and cultural interests of minorities
have been safeguarded by important provisions of the
Article 29 guarantees that "any section of citizens residing in the territories of India or any part thereof, having a distinct language, script or culture of its own shall have the right to conserve the same." It further declares that "no citizen shall be denied admission to any educational institution maintained by the State or receiving aid out of the State funds on grounds only of religion cast, language or any of them."

Article 30 declares that "all minorities, whether based on religion or language, shall have the right to establish and administer educational institutions of their choice and that the State shall not in granting aid to educational institutions, discriminate against any educational institution on the ground that it is under the management of a minority.

Article 28 concerning freedom of religion directs that no religious instruction shall be provided in any educational institution recognised by the State or receiving aids out of State funds.30

Article 350-A provides that every State and local authority shall endeavour to provide adequate

30 The Constitution of India.
facilities for instruction in the mother tongue at the elementary school stage to children belonging to linguistic minority groups.

One of the most important Articles of the Constitution is with regard to elementary education. Article 45 of the Constitution which is also a directive principle of the State policy provides that "the State shall provide within a period of ten years from the commencement of this constitution for free and compulsory education for all children until they complete the age of 14 years."

But as J.P. Naik points out:

"Elementary education is exclusively a State subject and that the Centre has no direct responsibility for it. While this is technically correct, there are several arguments to show that the Government of India has an indirect but significant responsibility for elementary education... the implication of Article 45 which requires the Government and Parliament of India to strive also for
the provision of free and compulsory elementary education......the fundamental responsibility of the Federal Government to maintain an equitable standard of social services in all parts of the country. Universal elementary education is the most significant social service. But due to the inequalities in social, political and economic conditions, it may not be possible for all States to provide this service at a comparable standard. Consequently it becomes the responsibility of the Centre to see that each State does provide a minimum of free and compulsory education to all children......the resources vested in the States under the constitution are so meagre that left to themselves, they will never be able to provide this costliest of social services to the public unless Central grants for the purpose are liberally made available.31

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

1. A State Government has to find all the financial resources needed for elementary education, its free and compulsory expansion.

2. Legislating for elementary education is within the purview of the State Government, and in case it is transferred to local bodies further legislating is essential.

3. Supervision and inspection of elementary schools established and maintained by the local authorities.

4. The training of elementary teachers has remained an exclusive responsibility of the State Government so also their pay fixation, pension schemes, recruitment rules and service conditions are determined.

5. Prescription of curricula and text books has also been an exclusive State responsibility.

CONCLUDING OBSERVATIONS

A systematic review of extensive material made available for descriptive analysis of the constitu-
tional directives and provisions that can form a basis for educational administration in these four countries has enabled the investigator to draw the following conclusions:

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

2. England has been a pioneer nation in shouldering the responsibility of all education along with the people's efforts whereas the Soviet Russia has solely undertaken the education concern as a State obligation.

3. The U.S.A. has not accepted any responsibility of education as such. There is no mention in the Federal Constitution. However the States function as guiding and liaison bodies for education.

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

The table that follows will give an at-a-glance position of the various constitutional provisions made in these countries.

**TABLE 32**

**CONSTITUTIONAL PROVISIONS FOR EDUCATION IN THE FOUR COUNTRIES**

<table>
<thead>
<tr>
<th>England</th>
<th>The U.S.A.</th>
<th>The U.S.S.R.</th>
<th>India</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. State responsibility for education</td>
<td>No formal Federal responsibility</td>
<td>Serious control by the Federal Government</td>
<td>Federal provision for education</td>
</tr>
<tr>
<td>2. Local Education Authorities share the responsibility</td>
<td>State undertakes supervision and control</td>
<td>States observe strict uniformity</td>
<td>State's sole responsibility</td>
</tr>
<tr>
<td>3. State control and supervision</td>
<td>No maintenance of uniformity and structure</td>
<td>Free and compulsory provision of all education</td>
<td>Free and compulsory education</td>
</tr>
<tr>
<td>4. Financial support in some cases by the State</td>
<td>State aids in meagre degree</td>
<td>Local support</td>
<td>Local bodies delegated powers for education</td>
</tr>
<tr>
<td>5. Her Majesty's Inspectors</td>
<td>-</td>
<td>Decentralization of administration</td>
<td>Supervision and control by the States</td>
</tr>
<tr>
<td>6 Free and compulsory education</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>
Though there are constitutional provisions in these four countries for accepting and shouldering the responsibility of elementary education, the U.S.A. has not accepted in principle any responsibility as such. But instead the States function as guiding and liaison bodies for education and help the local efforts foster and strengthen their educational activities.

The investigator believes that education is after all the responsibility of the people whose children are to benefit. And, therefore, they should come forward with finance and faculty to erect, maintain and further develop their education systems. The American approach and practice is worth appreciating. In India too such a public responsibility should be undertaken and the extreme stress and tension on the States should be lessened. May be that the State Governments can very well provide adequate guidance, personnel and other resources where and when needed to supplement the local efforts.
On the line of England, it is not possible and advisable too, for the States of India to shoulder the entire responsibility of education. Looking to our meagre financial allocations and thinner resources the States cannot meet with the challenge of universal, free and compulsory education.

The delegation of powers and responsibilities of elementary education to the local authorities in India under the Panchayati Raj is indeed a bold and broad step taken towards democratic decentralization as in America and England. But certain supervisory and decision-making practices still need modifications as in the Soviet Union. Centralization in policy and decentralization in implementing the policy should be a pattern.

Local interest, effort and economics should be in charge of at least elementary education in India, utilizing and exploiting the public resources for the educational uplift of the masses.
II 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 education system being tumbledown and money spent on the purpose being meaningless. Administration is a machinery which is not only functioning, 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 upon its structure and hierarchy. In promoting the cause of elementary education the developed countries are everyday experimenting and trying out different approaches based on varying administrative structures. In this study, the investigator aims at comparing various structures of administration in
different countries in order to seek any implication suitable for India.

A. ENGLAND

The ultimate control and direction of education in England is vested by the Act of Parliament in the Minister of Education32 (now Secretary of State for Education and Science) 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 were constituted for the first time under the Education Act of 1944. In 1944 when the Parliament decided to expand and improve the education service, it rightly decided to raise the status of the member of the government responsible to the Parliament for that service by creating the appointment of a Minister of Education a post first occupied by the Right Hon. R.A. Butler whose name will always be associated with the Education Act of 1944 which he

successfully piloted through Parliament. 33

The Secretary (Minister) presides over the Department of Education and Science assisted by two Ministers of States and two Parliamentary Under-Secretaries. The staff consists of headquarters 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.

As W. P. Elexander writes:

The staff, numbering over three thousand, is composed essentially of three types of officers. First, there are administrative personnel who are required under the normal procedures relating to the Civil Service. These are men and women of high academic distinction who have chosen the Civil Service as their career. On satisfying the Civil Service Examiners they are posted to department government ........the personal

in the Ministry of Education have tended to remain in the service of that department.

The general hierarchy of administrative control rests first on the two political heads of the ministry, the Minister himself and his Parliamentary Secretary. Their responsibility includes, in addition to general responsibility for the department, responsibility on the floor of the House of Commons for answering whatever questions may be addressed to them. The Minister and the Parliamentary Secretary do not fall in the category of Civil Servants but it is convenient to mention them here as the political heads of the department. 34

In the second broad group of the officers of the department fall Her Majesty's Inspectors who are men and women having been normally engaged actively in the education service in schools or other establishments of education and at some stage in their career having sought office as Her Majesty's

Inspectors of Schools. There are also men and women of academic distinction having selected the education service in independent schools in Local Education Authorities. They are all headed by a Senior Chief Inspector and the hierarchy runs through Divisional Inspectors, Inspectors of Special Schools, Staff Inspectors, Inspectors of Schools, etc.

Her Majesty's Inspectors who are responsible for the inspection of all schools including independent schools and other educational institutions administered by local education authorities throughout the country review and report on the content and value of education provided in schools and are available as advisers to individual teachers. They also give professional advice to the department, conduct courses for serving teachers and prepare advisory pamphlets.

The third category of officers employed in the Department includes the clerical, secretarial and executive staff needed. There are certain professional people engaged on professional tasks for
the purpose of the Department such as legal, engineering, medical, technical etc.

There are Advisory Bodies who play a vital role in the educational administration. 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. They are also expected to take the initiative. The latest report is in the context of the Council under Lady Plowden's Chairmanship for the consideration of primary education.

The non-statutory committees are concerned with the specific aspects of the education service. Furthermore, a number of independent bodies have an important influence on the educational system.

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. They are all elected councils of 1621 counties and county boroughs. Such a council
appoints education committees comprising some of their own members and others with experience in education and know-how of local education conditions. It is subject to the Secretary of State's approval that the education authorities plan the arrangement of schooling in their areas, build school buildings, provide equipments and pay teachers' salaries.

As has been observed by W.P. Alexander:

The Local Education Authority may delegate to the Education Committee any of their functions with respect to education except the power to borrow money or to raise a rate. Although such a practice varies throughout the country. The point to be made is that the Local Education Authority as such must retain the financial control and financial responsibility. In some cases the Education Committees have fully delegated powers and the council itself, having determined the annual estimates and provided the necessary moneys, trusts the education
Committee to carry out the function of the L.E.A. At the extreme there are L.E.As in which no power is delegated formally and therefore, the minutes of the education committee require formal approval by the council before they are in fact effective.\(^{35}\)

Although the Minister could apply sanctions against an L.E.A. which in his view may not be performing its statutory functions and duties, it is very rare, indeed that these powers have to be invoked. 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.

It is not possible, thus, to give a clear and detailed, picture of the administrative structure in mere words. Hence, the chart given on the following page has been utilized to understand the vivid bodies, their functional aspects and interrelatedness.

STRUCTURE OF ADMINISTRATION OF EDUCATION IN ENGLAND

Figure 7
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 reference must be made to:

1. **Parliament**

   All activities in the field of education as far as the State is concerned and all public money expended on education derive, directly from the authority and actions of Parliament which lay down in Acts the general policy for public education in England and Wales, and delegate to the Minister of Education certain legislative powers to enact regulations and similar statutory instruments to give legal force to the details of administration.

2. **Ministry of Education**

   The Parliament has charged the Minister (now the Secretary) with promoting the cause of education of the people of England, the progressive development of the educational system and the effective execution by the local education...
authorities of the national policy for education. The Ministry divided into a number of branches each supervising on a national scale a particular sector of education or its administration and responsible through the permanent Secretary of the Ministry of Education to the Minister. The major Divisions are:

1. School Branch
2. Further Education Branch
3. Teachers Branch
4. Special Services Branch
5. Awards Branch
6. Architect Branch
7. Finance Branch
8. Establishment Branch
9. External Relations Branch
10. Unesco Branch
11. Science Museum

3. Welsh Department

This is held responsible for education provided by local education authorities in Wales through its own permanent Secretary to the Minister.

4. Central Advisory Council

It is by law that one council for England and one for Wales are established. They consider
all matters of educational theory and practice and advise on all questions referred to them by the Minister. The members are appointed by the Minister and include persons with experience both inside and outside the statutory educational system.

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

All Inspectors are selected and appointed by the Queen largely on the basis of sound and effective teaching experience. The inspectorate is organized as follows under the general direction of the Senior Chief Inspector:

(a) Inspectors responsible for inspection and reporting on a number of schools in a district. They also serve as specialist advisers on a particular subject of education.

(b) Staff Inspectors who act as expert advisers to the Minister for each important subject and National Coordinators of the work of the Divisional Specialists.
(c) Chief Inspectors each covering inspection and liaison with the administration in a wide educational field e.g., primary education.

6. **Voluntary Organizations**

These are the main national bodies so far as the primary education is concerned as regards the denominational of education.

7. **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 area.

8. **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.
9. **Voluntary Organizations**

As far as primary education is concerned, usually the diocesan or comparable education authorities of the churches.

10. **Education Committees**

This is a Committee of the Council (No.7) responsible for the day-to-day discharge of the Council's duties as local education authority, except the power to borrow money or levy rate. By law the Committee must include persons of experience in education and with knowledge of local education conditions. The Committee has certain sub-committees to deal with particular areas of education, e.g., primary education committee. It has a full-time staff of officials but final executive authority is vested in the L.E.A.

11. **Foundation Managers**

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

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

(a) County schools whose buildings are provided and maintenance cost is met entirely out of public funds and are controlled by managers appointed by local education authorities.

(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 as individual schools.

13. **Direct Grant Schools**

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

14. **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.
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 characterize the American constitutional systems of government at different levels.

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).\textsuperscript{36} 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 title of this officer varies among the States but the most common of all are the two:

(i) Superintendent of Public Instruction and
(ii) Commissioner of Education. The qualifications for this office 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. Election by popular vote, appointment by the Chief Executive or by the State Board are the common methods. This officer and his staff of assistants 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;

(c) to provide leadership of professional character.

The tables given below furnish facts about the Chief State School Officers:
### TABLE 33 & 34

<table>
<thead>
<tr>
<th>Title</th>
<th>No. of States</th>
</tr>
</thead>
<tbody>
<tr>
<td>Superintendent of Public Instruction</td>
<td>28</td>
</tr>
<tr>
<td>Commissioner of Education</td>
<td>16</td>
</tr>
<tr>
<td>Superintendent of Education</td>
<td>3</td>
</tr>
<tr>
<td>Superintendent of School</td>
<td>3</td>
</tr>
<tr>
<td><strong>Total:</strong></td>
<td><strong>50</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Method of Selection</th>
<th>No. of States</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elected by the people</td>
<td>23</td>
</tr>
<tr>
<td><strong>Selected by the State Board</strong></td>
<td><strong>22</strong></td>
</tr>
<tr>
<td>of Education</td>
<td></td>
</tr>
<tr>
<td>Appointed by the Governor</td>
<td>5</td>
</tr>
<tr>
<td><strong>Total:</strong></td>
<td><strong>50</strong></td>
</tr>
</tbody>
</table>
The internal organization of the State department of education is generally to correspond to the following functions:

1. Bureaus or Divisions of administration
2. Bureau of finance
3. Bureau of research
4. 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.

The detailed departments or sections and officers of the State department of education could be better visualized and comprehended from the chart given on page...

According to the principle of division of powers that has been provided in the federal system of government, education is made a state function. Furthermore, this principle has been substantiated...
FIGURE 8

STRUCTURE OF ADMINISTRATION OF EDUCATION IN THE USA

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. Asst. Supdt. 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
17. Supervisor of Teacher Education
18. Finance Director
19. Director: Division of Research and Planning
20. State Supervisors Research Transportation School Buildings
21. Director: Division of Rehabilitation and Special Education
22. State Supervisors Rehabilitation Special Education Woodrow Wilson Rehabilitation Centre
23. Director: Division of Instruction
24. Associate Directors
25. State Supervisors Secondary Education Elementary Education Guidance Art Music Physical and Health Textbooks and Library Teaching Materials Film Production
26. Director: Division of Vocational Education
27. State Supervisors Vocational Agriculture Home Economics Business Education Distributive Education Trade and Ind. Education Veterans Training Surplus Property
28. Division Superintendents

***
STRUCTURE OF ADMINISTRATION OF EDUCATION IN THE U.S.A.

Figure 8
and accepted in general by the constitution, historical tradition and many precedents. But as Ellis Ford Hartford puts:

There is however a valid concern about education that should be expressed at the federal level. In the first place, the federal government has a vital stake in popular education, and this has been recognized from the start of the new republic. Education is so vitally connected with the proper functioning of democratic institutions and way of life that all levels of responsibility - local, state and federal - have an interest in effective educational programmes.\(^{37}\)

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

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 programme;
12. Conducting studies of foreign education;
13. Cooperating with international agencies in projects and publications. 38

The local district usually 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.

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

components of a new cabinet department, 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 first who held the office was Henry Barnard of Connecticut.

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. Establishments of area study centres;
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;
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 members range 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 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. This relation is aptly illustrated in the chart No:

C. THE U.S.S.R.

The administration of education in the U.S.S.R. is based on the principle of centralization combined with local initiative which is not confined to the process of implementation but extends to experimentation over a wide field. As Raja Roy Singh observes:

These experiments at the 'grass roots' influence substantially the overall direction of policy. It would not be correct to think of the Soviet System of educational administration as a highly centralized structure with little leeway for initiative, and equally inaccurate to describe as wholly decentralized with each Union republic determining its own policy and pursuing it
2. Council of the Ministry
3. Academy of Pedagogical Sciences of the R.S.F.S.R.
4. Council of Studies and Methodology
5. Director of Pre-School Education
6. Directorate General of Schools
7. Directorate of Children's Homes
8. Directorate of General of Teacher Training
9. Inspectorate-General of the Ministry
10. Directorate of Personnel
11. Directorate of Planning and Finance
12. Directorate of School Buildings
13. Central Bureau of Pre-School Education
14. Central Bureau of Education in Children's Homes
15. Central Institute for In-Service Training of Educational Administrators
17. Educational Publishing House;
18. State Publishing House for Children's Literature
19. Directorate-General of School Equipment Production
20. Director-General for the Supply and Installation of School Equipment
21. Ministries of Public Education of the Autonomous Republics, departments of public education of territories and regions
22. Councils of Public Education
23. Institutes for in-service training of teachers
24. Teacher Training Colleges for Teachers in Elementary (4-Year) Schools
25. District Departments of Public Education
26. Councils of Public Education
27. Pedagogical Centres;
28. Children's Homes;
29. Kindergartens.
30. Elementary (4-Year) Schools.
31. 7-Year Schools
32. Secondary (10-Year) School.
33. Schools for Young Industrial and agricultural workers.
34. Establishments for Out-of-School Education of Children
35. Schools for Blind, and Deaf and Dumb Children
STRUCTURE OF ADMINISTRATION OF EDUCATION IN THE U.S.S.R.

Figure 9
in its own way. If education has played a significant part in unifying the diversities on nationalities, languages and cultural levels in the U.S.S.R., it is no small measure due to the policy of combining at each level central direction with local initiative. 39

In the structure of administration in the U.S.S.R. the highest power is the Supreme Soviet of the U.S.S.R. which exclusively exercises all legislative authority, and elects the Presidium of the Supreme Soviet and forms the Council of Ministers which is the Government of the U.S.S.R.

The major policy directions on education, the content of education, the types of structure of educational establishments and the principles of training, etc., are issued in the form of laws enacted by the Supreme Soviet of the U.S.S.R. or the decrees of the Council of Ministers of the U.S.S.R.

The Ministry of Education of the Union Republics and all concerned organs are charged with the responsi-

bility of establishing and maintaining the educational establishments and programmes in conformance with the laws and decrees. In the process of implementing the central decisions, the Ministry of Education of RSFSR has a central role. It works out through the Academy of Pedagogical Sciences and other institutes, the specific programmes for the schools.

The Ministries of Education of the Union Republics exercise directional and supervisory control over institutions of general education and training establishments through a hierarchy of subordinate units of administration which are also linked to the appropriate unit of local government. Each republic is divided into regions (oblasti).

Smaller national groups are organized into autonomous regions and national areas. There are 18 autonomous republics in the U.S.S.R. of which 14 are in RSFSR. An oblasti is in turn divided into districts (raions). At each administrative level there is a department of office of education and a committee for education of the local Soviet of Workers deputies to advise it.
in regard to matters concerned. In large cities like Moscow and Leningrad there is an administrative structure to suit their special needs. The lines of authority may be exhibited as in the chart no: on page

While there is no single federal ministry of education, the educational system of the U.S.S.R. is highly centralized and control is retained by the party and State. Operational responsibility for education and training of millions of students, has, of necessity, been delegated in everwidening concentric circles until it rests on local communities and groups.

The different levels of government concerned with education include:

(1) the national government;
(2) union and autonomous republics;
(3) local administrative units within the republics; and
(4) administrative bodies responsible for different types of educational facilities.

At each level and for each type of education a Party Organ exists to insure that State and Party policy is carried out. Party organs are charged with insuring political indoctrination and maintaining discipline.

In the administration of Soviet education, the surveillance maintained by the secret police on the political reliability of administrative personnel, teachers, students and the others - the minister on down through the lowest in rank is very important.41

The principal governmental organs concerned with the administration of education are as mentioned above each sharing responsibility in the effective administration of education.

The administrative structure of other Union Republic Ministries of education is basically the same as that of the RSFSR Ministry. The general trend seems to be toward making a ministry self-contained as far as possible and reducing its dependance on external sources of supply for goods and services.

essential for its projects. As Raja Roy Sinh has observed:

The administrative instruments of the Ministry at the lower levels are the City Boards of Education, (for big cities) the Regional Boards of Education and the Ministry of Education of an autonomous republic. The city and regional boards of education function under the direction and supervision of the Ministry of Education in all educational matters of the local Soviets in administrative matters.

One of the important responsibilities of the city board and the district boards is in service education of the teachers and other educational workers. The City, Regional Boards and District Boards are required to work in close cooperation with other public organizations. 42

Each Ministry of Education maintains a staff of inspectors who visit schools in their assigned areas.

Inspectors who are generally appointed from among those considered to be the better teachers, work with the school heads and share in some measure responsibility for the school's reputation. Their primary function is to insure approved teaching standards in schools. The sit in on lessons and examinations, survey party youth organizational work, check on school discipline, review teaching problems with the staff, and so on.

The chart given on page shows the pattern of the structure of educational administration in the U.S.S.R.

D. INDIA

India being a federal country, the responsibility for elementary education rests with the various States. 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.' In none of these, is there any
reference to elementary education. The strictly legal position, therefore, is that elementary education is exclusively a State subject and that the centre has no direct responsibility for it. While this is technically correct, there are several arguments to show that the Government of India has an indirect, but significant responsibility for elementary education.43

Thus the administration of education is decentralized among the States. It is further decentralized by associating local bodies in many of 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 fully 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;
(3) Administration of Education at local level.

1. Central Level

There is the Union Ministry of Education headed by the Minister for Education and his deputies who help him in various ways. 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. Since the Minister of Education is not supposed to be a man of education nor is he an administrative expert, 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. They 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) Scholarship
(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
Sports, Scouts, etc.

Youth Welfare and Festivals

The chart given on page will give a graphic view of the central administrative pattern of education.

2. **State Level**

In each of the States there is a Minister in charge of education who is elected and responsible to the State Cabinet. He is assisted by a Deputy Minister. But since both of them are not supposed to be experts in education nor are they administrators, 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 secretary, the Director of Education and the Director of Technical Education. The Director of Education is the highest executive head of the
STRUCTURE OF ADMINISTRATION OF EDUCATION IN INDIA

Figure 10
vast 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 educational experts.

The other State Level officers include (i) Inspectors for specialized fields like art, craft, audiovisual, physical education etc.; (ii) At the District Level there are District Education Officers assisted by Deputy Educational Inspectors and assistant deputy educational inspectors and so on who are responsible for direction, supervision, control and inspection of schools in the district.

At the State Level there are further some Advisory Bodies which provide an expert advice to the Education Secretariat. Among others they are (i) State Board of Education (ii) State Board of Examination (iii) State Board of Teacher Education (iv) State Institute of Education etc. (See Chart on page ).
3. Local Level

The responsibility of elementary education has been thrown upon the local bodies under the Panchayati Raj Institutions set up in the country. But the pattern of administration of elementary education varies considerably from State to State. Accordingly the existing pattern of such administration is found as follows:

In Gujarat, a District Education Committee called the 'Zilla Shikshan Samiti' has been set up to look after elementary education. This Committee has, as its Secretary, a Class II Officer of the State Government to look after the general administration, supervision, and inspection of elementary education in the district. All the subordinate inspecting officers are attached to the office of the district education committee.

At Taluka Level, there is also a Taluka Education Committee which has, as its Secretary, a
Class III Government Officer who is mainly responsible for starting new schools.

The teachers are recruited by a Staff Selection Committee at the district level.

CONCLUDING OBSERVATIONS

The foregoing review and analysis of the various structures of educational administration in the four countries under this study, has enabled the investigator to arrive at the following conclusions:

1. Since the responsibility of education has been accepted by the federal governments of England, the U.S.S.R. and India to varied degrees, there is a provision for the Central Ministry of Education in those countries except in the U.S.A., where the constitutional provision does not allow the Central Ministry for education.

2. There are State Departments of Education in all the four countries which delegate powers to the
responsible education officers to administer educational programmes.

3. The local authorities are largely responsible for education especially elementary education in their respective areas in all the four countries, though there are noticeable differences in the administrative patterns.

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

5. In England there are L.E.As, in the U.S.S.R., there are District Departments of Education, in the U.S.A. there are school districts and in India there are District Education Committees which serve as local administrative units.

6. In the U.S.S.R. one finds centralization of administration to a greater extent as against decentralization in England, the U.S.A. and India.
7. There are H.M. Inspectors in England who maintain an effective supervision whereas in the U.S.S.R. there is inspecting staff, in the U.S.A. there are local supervisors and in India there are district education officers.

8. In India a pattern of decentralization of education has been established in many States delegating maximum powers to local education authorities just as in England and the U.S.A.

9. Unlike the U.S.S.R., there is no direct and major control by the centre and the states administrative machinery function at its own accord in India.

10. There is a beautiful blending of the complete decentralization of administration of the U.S.A. and direct centralization as in the U.S.S.R. in the entire educational administration of India by way of establishing a three-tier system viz., Central, State and Local.
COMMENTS

It could be observed from the above conclusions that the pattern of educational administration that India has wisely established is an unique one and reflects her deep thinking and experience based on the principles of democratic decentralization and federal republic. One hardly finds any suggestions to make in the existing set-up excepting a few internal modifications in the responsibilities and functions assigned to the Secretaries to the Ministries of Education and the Directors of Education in the States.

III SUPERVISION AND CONTROL

Under the basic premise that education and its administration are of vital importance to the progressive nations and people, one can imagine a role to be played by educational administrators. There are checks and counter-checks which not only promote efficacy, progress and improvement in the quality of education but also lessen the tendency
of human machines to commit faults and allow unwanted things to creep in education. As Sir W.H. Hadow observes:

The problems are numerous and urgent. A school is at once a physical environment, a training ground of the mind and a spiritual society. Are we satisfied that in each of these respects the primary schools of today are all that, with the knowledge and resources at our command, we have the power to make them? Are their buildings and physical surrounding as conducive to health and vitality as may reasonably be demanded? Is their curriculum humane and realistic, unencumbered by the deadwood of a formal tradition, quickened by inquiry and experiment, and inspired, not by an attachment to conventional orthodoxies, but by a vivid appreciation of needs and possibilities of the children themselves? Are their methods of organization and the character of their equipment, the scale on which they are staffed and the line on which their education planned of a kind best calculated to encourage
individual work and persistent practical activity among pupils, initiative and originality among teachers, and to foster in both the spirit which leaves the beaten path and strikes fearlessly into new fields, which is the soul of education? What are the deficiencies if any, which most hamper their work, and by what measures may it be hoped such deficiencies will be removed? 

Thus in administering education there is felt a strong need of such checking, may be frequent, periodical or even yearly and control either from above or from within. This check and control help a lot in the quality and maintenance of educational practice. Supervision and control as the subtitle reads are of vital importance in any administration and hence it is worthwhile to analyse and describe various supervisory practices and control systems followed in the administrative patterns of the four countries under this study.

A. ENGLAND

Despite the fact that all aspects of education in England and Wales are the responsibility of the Secretary of State for Education and Science, the real control of all primary schools and education rests with the local education authorities. The secular instruction in all elementary schools under the direct control of the L.E.As. Of course, the ultimate control and direction of education in England is vested by Act of Parliament in the Minister of Education. But the administration of local education and its control is the responsibility of the L.E.A. The managers of schools, who under the guidance of the Minister apply the national policy - conceived in broad terms susceptible of modifications - to the needs and circumstances of their own areas. Similarly the head teachers have great freedom and wide direction in the conduct of their schools.

The Secretary of State's requirements under the Education Act are mainly issued in the form of statutory regulations and circulars addressed to local education authorities.
and other bodies and, although in the last resort in most matters the final word rests with him, there is real autonomy for the education committees of the publicly elected local authorities. It is also a feature of the education system that, with responsibility for it, so widely distributed, decisions reached centrally should have, the benefit of advice from many sources. These include Her Majesty's Inspectors, standing and ad hoc committees, professional associations and voluntary bodies. 45

It could be clearly seen from the above quotation that the control of the Secretary of State for Education and Science and the Department of Education and Science is generally of directive character and of advisory mood. There is no direct and rigid control of whatsoever nature except that of supervision and inspection by HM. Inspectors who keep the Secretary of State for Education and Science well informed. They visit the schools and submit

their reports to the Department.

Thus the control is dual since the English system of administration is neither a centralization on the French model nor a decentralization as practised in the U.S.A. It is a partnership between central and local authorities, which while avoiding the defects of undue regimentation in curricula, text-books and control of the teachers from the centre, gives the Ministry of Education adequate authority for planning the reorganization of school system on a national basis.

The supervision of elementary education in special reference, is being done by Her Majesty's Inspectors of schools who are able also to provide expert advice on educational problems to the Minister, to the local authorities, to the managers and to the teachers and much of their experience is further made available through pamphlets, booklets and other literature published by the Ministry.

A number of local authorities also maintain their own inspectorates, restricted of course, to one

L.E.A. which are normally more closely associated to administration. As W.P. Alexander puts it:

Again there is a hierarchy, headed by the Senior Chief Inspector, through the Chief Inspectors for different types of schools, to Divisional Inspectors concerned with particular regions of the county, staff Inspectors and finally Her Majesty's Inspectors of schools, officers normally concerned with the inspection of schools in a limited area, probably the area of one local education authority. 47

There are, furthermore, a number of organizers and advisers - specialist in a particular subject, and with teaching experience - to be responsible for advising on and guiding the teaching of their subject in a number of schools.

The Secretary of State for Education and Science further exercises control over school buildings by establishing standards in such matters as size of rooms, play grounds, sanitation, lighting,

ventilation etc. It is also a provision for carrying out researches and experiments in architectural and building techniques allied to educational thought and practice.

B. THE U.S.A.

In the U.S.A. the need for and the values of supervision have led school systems to attach increasing importance to supervision. Since supervision has grown in a number of school systems which employed supervisors and in the number of supervisors employed, the field of supervision has grown as an essential phase of modern school administration. The unique province of this field is the instructional programme of the school and supervision's primary concern is the improvement of the instructional services to children and the coordination of the parts of instructional programme and the efforts of all who are involved in instruction.

It could be noticed that in American elementary schools 'inspection' has been completely discarded and the place has been filled up by supervision
which is concerned with the improvement of instruction through professional leadership.

At the national level, there is no provision for supervision of schools. The Office of Education does not undertake any such responsibility but alternatively provides consultative or advisory services to the state departments of education, city and county school units and even colleges and universities on request. In each of the 48 states and the Territories, there is a provision in its department for one or more persons responsible for the supervision of elementary schools. In several states there is only one person for this purpose while in others there may be a director of instruction or an assistant superintendent in charge with supervisors and helping staff.

As Henry J. Otto observes:

The basic function of supervision is to improve the character, quality and quantity of the children's learning. To achieve this objective, supervision focuses upon the improvement of
teaching-learning situations. Since classroom teachers are the ones in direct charge of teaching-learning situations, supervision deals with teachers to assist them in improving teaching-learning situations. Since some factors which influence teaching-learning situations are outside of the teachers' jurisdiction, supervision must also concern itself with these other factors. 48

Accordingly, in many states there are one or more supervisors for the following areas: library service, guidance services, health and physical education and education of handicapped children. In all the states, there is a supervisor for the school lunch programme. A few have supervisors for art and music or only art or only music.

But so far as the practice goes on, the city and county school systems usually employ supervisors to work locally. They are for general purposes as well as for special fields, and work with both elementary and secondary schools. In some school districts, especially in rural areas, the superintendent has entire responsibility for carrying

out the supervisory services. In individual schools the principal is generally expected to assume the responsibility of supervision and take leadership for the quality of education and the professional growth of teachers.

In cases where the principals have to work also as teachers the responsibility of supervision work is reduced and teachers look to the Central Office staff for help. State supervisors have a consultative relationship to administrators and supervisors on the local level. The supervisors of the State Department of Education get their travel and maintenance allowance paid when on official business within the State.

Some State Departments of Education are authorised by their state legislatures to supervise private schools, although such private schools are independent of supervision by public school authorities at all levels.

Supervisors are usually considered to be in an administrative category. In 25 States the
supervisor in the state department of education is called the 'Supervisor' or 'Assistant Superintendent;' in 15 states the title of 'Consultant' is given and in some states the term 'Director' is used.

A recent analysis of job description of state elementary school supervisors wherein 44 states responded, indicated that the supervisors major duties were: 49

1. to cooperate with other departments and with other areas;
2. to conduct workshops and organize institutes for the improvement of instruction;
3. Curriculum revision;
4. to conduct in-service education; and
5. to plan staff-meetings.

Supervisors in county and city school systems work with principals, teachers, other central office staff members and sometimes with community organizations and parents groups to improve school programs and to bring about coordination of school, home

& community efforts on behalf of children.

There is a provision for the supervisors' training and professional equipment. In some states special courses are offered such as: supervision in elementary school, curriculum development, leadership training, child study, etc.

Many states require certification of supervisors although it may vary from state to state. The states have prescribed qualifications in a general way for supervisors. The most frequently set forth qualifications are:

(a) a masters degree with emphasis on professional education some of it in supervision;
(b) 3 to 10 years of experience;
(c) demonstrated ability to work with people both professional and non-professional.

In some States there are no state requirements but supervisors have at least four years of college work majoring in education, States increasingly issue certificates for principals, supervisors and
other specialists. In most State Departments of Education it has been a common practice for the State Board of Education to confirm the appointment of an elementary supervisor who has been nominated by the Chief State School Officer.

State and local departments of health and education have special supervisors or inspectors who periodically inspect the sanitary and safety factors in school buildings. Responsibility for supervision of health and medical services for children are planned at state and local levels by State Departments of Education and Health. Other supervisory services include the appointment of visiting teachers on local staff. This teacher or supervisor visits the homes and aids in problem cases concerned with health, attendance school progress, discipline and many other matters.

The most significant role supervision has to play and the spirit and manner in which it is operative in elementary education of the American school systems can be made clear from the following extracts:
It is to improve the non-repetitive, highly creative process of teaching. This process includes, to be sure, some well-developed techniques. But these techniques must be capable of an indefinite number of variations in application, both because of conceptions of the process are changing and because the applications of the techniques vary from time to time, from class to class and from teacher to teacher. 50

The basic psychological problem of supervision is to secure through various supervisory techniques, integration between teaching practices and sound principles of education on which the practices are based. 51

C. THE U.S.S.R.

Though there is no single federal ministry of education in the U.S.S.R., the education system is highly centralized and control is retained by

51 Ibid., p.20.
the Party and the State. Operational responsibility for education has been delegated in ever-widening concentric circles until it rests on local communities and groups.

The Ministries of Public Education and all other public bodies maintain staff of school inspectors who not only control the work of the schools and teachers but also provide adequate advice on methods of teaching, study and popularize the achievements of leading teachers. The criteria for the selection of inspectors and their appointments is one and that is that the best teachers can become inspectors, provided that they have a college degree and considerable teaching experience.

The inspectors usually fall into three categories according to the administrative division of the constituent republics:

1. Those attached to the district (or city) departments of public education;
2. those attached to regional or territorial departments of public education and to the education ministries of the autonomous republics;
(3) those attached to the ministries of public education of the constituent republics.\textsuperscript{52}

As has been observed by Raja Roy Sinh who led a delegation to Russia to study public education systems and administration in the U.S.S.R.:

The Ministry's inspectors have each a jurisdiction covering about two regions. There are separate inspectors for pre-school establishments, general schools, evening schools and boarding schools.

The City or Regional Board’s inspecting staff is similarly organized on the basis of territorial jurisdiction and also with reference to the types of schools. The Inspector for general schools has a territorial jurisdiction covering about two districts. The Leningrad City Board has, besides the territorial inspectors for general schools, special inspectors, one for physical education, one for foreign language teaching, one for school libraries, one for out of school programme,

\textsuperscript{52} Unesco: Op. cit., p. 1017.
one evening schools and four inspectors for pre-school establishments. A Chief Inspector supervises the day-to-day work of the Inspectors in the Department of Schools. There is a separate Chief Inspector for the Inspectorate of pre-school Establishments.\(^53\)

The district inspector (city also) exercises State control over the work of the schools of the district or city. He is directly responsible to the Head of the district (city) department of public education and works according to a plan approved by the latter. After checking up on the work of a school, the inspector acquaints the Head Master and teachers with his observations and conclusions, gives necessary directions, reports his findings to the school council and leaves a copy of the report for the Head Master and suggestions for improvement. It becomes obligatory for the Head Master and his teaching staff to take these suggestions into account. He further records his report of his inspection to the head of the district or city department of


469
education and if and when necessary to the district (city) Soviet.

The inspectors, at whatever level they work and whichever district or city they may represent have to remain absolutely faithful and binding to the state policy.

At each level and for each type of training a Party Organ exists to insure that State and Party policy is carried out. Party Organs are charged with insuring political indoctrination and maintaining discipline, influencing the school programme through the communist Youth Organizations which function in schools to explain in schools the latest party state decrees and also innovations and with popularizing training programmes.54

The inspector of a territorial or regional department of public education or of the education ministry of an autonomous republic, supervises the activities of the district departments of education

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under his jurisdiction. He further inspects schools, pedagogical centres and children's institutions and guides the work of district inspectors and the heads of the district education departments. The observations of his inspection are reported to the administration of the district education departments and, if necessary, to district Soviet. The recommendations of the regional inspector are binding for the school administration and the district departments of public education. He also personally reports the findings of his inspection to the administration of the regional or territorial department of public education and in autonomous republics, to the education ministry.

The school inspector of the Ministry of Public Education of a constituent republic exercises state control over the work and activities of the territorial and regional departments and the education ministries in autonomous republics and controls the work of other educational establishments.

Thus, as Raja Roy Sinh opines:

The administrative unit at each level of the hierarchy has a staff of inspectors whose
primary responsibility is to see that the standards are maintained at a high level of efficiency and the approved teaching practices are followed. They are also to help the teachers and school administrators with their problems. The Inspectors are invariably appointed from amongst the directors and teachers who have shown merits of a high standard, have at least five years of experience, etc. The members of the City/Regional Boards and District Boards are appointed from amongst inspectors with seven and five years inspecting experience respectively. The higher administrative ranks are generally manned by persons with the background of inspection work.

D. INDIA

Despite the fact that the educational system of India and its administration are decentralized and the responsibility of the same has been constitutionally
assigned to State Governments, the Central Government and its Central Advisory Board of Education play a vital role of advice and coordination on educational schemes drawn on national basis and help the states implement such schemes and accomplish the constitutional goals of education.

The Central Ministry of Education exercises control on education as laid down in the constitution and provides for such educational development as may be of national importance and utility. It further controls education by way of guidance, advice schemes and proposals and by providing financial aid and technical assistance in the expansion and development of various branches of education. So far as elementary education is concerned the Central Government has only to act as adviser and financier where and when required. The responsibility of elementary education, its control and supervision rests solely on the State Departments of Education. In each of the Indian States there is a State Minister of Education assisted by Education Secretary who exercises control over state educational administration through the Directorate of Education
which consists of a large administrative and supervisory staff. The Director of Education controls and supervises the state school systems and directs all inspecting and supervisory staff under him.

Although the pattern of State control and supervision vary from State to State and its officers also have different designations, there is an uniformity observed under policy. Let us take an example of the Gujarat State where, as Dr. D.M. Desai has observed:

State Government has assumed fuller responsibilities and larger control than before over primary education under the B.P.E. Act 1947. It exercises its control through the Education Department. The permanent administrative head of the Education Department is the Director of Education who is responsible for the administration of all education in the State including primary education. In exercising supervision and control over primary education in the 17 districts of the State, he is assisted at his head-quarters by one of his deputies and
at the district level by the District Educational Inspector, the Administrative Officer and other subordinate staff. 56

The following are the stages and officers through which the supervision and control of Elementary Education is exercised in the State. 57

1. The Director of Education

The Director of Education exercises his control and supervision over primary education through the District Educational Inspectors, Deputy Education Inspectors, Administrative Officers of the District or Municipal School Boards in the following manner and areas:

(1) Recognition of approved school
(2) Construction and prescription of curriculum
(3) Hours of instruction


(4) Nomination on the School Board
(5) Calling of School-Boards Meetings
(6) Training of teachers
(7) Control over A. Os.
(8) Preparation of compulsion schemes
(9) Deciding appeals
(10) Approval of school board's budgets
(11) Deciding and disbursing grants to authorised municipalities
(12) General control over local authorities
(13) Conducting examinations.
(14) Inspection of schools

2. The District Educational Inspector

It is the D.E.I. through whom the D.E. exercises control and supervision over local authorities. The areas and manner in which such control is exercised are as follows:

(1) Election of Chairman and Vice-Chairman.
(2) Boards meetings
(3) Powers of Supervision
(4) Selection of Staff
(5) Tribunal
(6) Power to decide appeal against attendance order
(7) Powers of appointing members of Primary School Panchayats.

3. **Deputy Educational Inspector**

Deputy EducationalInspectors are placed in charge of inspection of all approved primary schools in the district. The following are the duties and functions of the Deputy Educational Inspector: 58

(1) Inspection of all primary schools in the district.
(2) Visiting educationally backward areas and making suggestions for their development.
(3) Recognition and withdrawal of recognition of private primary schools.
(4) Recommending grants for such schools.
(5) Holding conferences of primary teachers for improving the quality of their work.

(6) Collecting and submitting annual statistical data about elementary education in the district.

(7) Doing whatever work assigned to him by the Director of Education.

4. Assistant Deputy Educational Inspector

The duties and functions of the A.D.E.I. are to assist the Deputy Educational Inspector in his duties and help him carry on his programme in harmonious manner without any difference of opinion and grudge.

During the post independence period in India there has been great increase in the inspecting staff for elementary schools. The present standard adopted is one inspecting officer for about 50 elementary schools or 150 teachers or about 5,000 students. The purpose and procedure of inspection, though different in various states, but in general follow a common pattern. A fair example is of Bihar State whose Education Code 1944 provides as follows:
Inspecting officers are not merely teachers or examiners. They should possess the experience and knowledge needed by teachers, but their real duty is to see how far the actual teachers understand the art of teaching and school management, and how far they are careful and zealous in performing their duties; to give them instruction and advice with regard to their work; and general to assist them in overcoming any difficulties, they may encounter.59

By inspection is meant - to distinguish it from examination - the process of testing the pupils to find how far they have gained by the instruction given to them, the process of seeing a school at work during its ordinary routine, noting for example, the suitability of the building, the sanitary conditions, the arrangement and organization of classes, the furniture and apparatus, the manner in which the accounts and registers are kept, order and discipline, the relation between teachers and pupils and the methods used in teaching.59

Along with the introduction of Panchayat Raj in many States of India a great deal of changes in the status and position of the inspecting staff are made here and there which sometimes hamper their efficiency and adversely affect their moral instead of encouraging their work and promoting their operational force. As J.A. Vakil puts it:

In States where the Panchayati Raj Institutions have been authorised to administer elementary and/or secondary education, the inspecting staff has often been transferred to local control on deputation terms. In Maharashtra, for instance all inspecting at the district level and below has been transferred to the Zilla Parishads. In Rajasthan, the Sub-Inspector of primary schools has been made a member of the Block Team and has been placed under the direct control of the Block Development Officer

......In all such cases, the inspecting staff has to function under the joint control of the Panchayat Samitis and Zilla Parishads
CONCLUDING OBSERVATIONS

Through a brief review of the provisions made for the supervision and control of elementary education by the different countries under this study at various levels of administration and a critical analysis of the duties and functions of various supervisory officers thereof, the investigator has arrived at the following conclusions which provide for an adequate comparative background:

1. There is a provision for federal government's ultimate control and direction of education in England, vesting the entire responsibility and control in the Secretary of State for Education and Science, where as in the U.S.A. there is no such federal responsibility and control. But in the U.S.S.R. and India the

federal governments do exercise control and supervision in a consultative manner.

2. In the U.S.A. the system of elementary school inspection has been completely discarded yielding its place to supervision where as in England there are Her Majesty's Inspectors do inspect school and provide expert's advice. In the U.S.S.R. the ministries of public education maintain staff for inspection and control as is done in India by the State Departments of education.

3. In England the real control and supervision is exercised by the Local Education Authorities while the same is being done in America by supervisors maintained by various school systems. But in the U.S.S.R. there are district or city inspectors who exercise control and supervision over elementary education. Such a provision is made in India by the State Department of Education through District Educational Inspectors, Administrative Officers and Block Development Officers.
4. In England the elementary school head teachers are given great freedom whereas in India no such aspect of head masters freedom is found, whereas in the U.S.A., and U.S.S.R. they have sound policies restricting such freedom.

5. The system of control and supervision needs many modifications to be sought from England's Her Majesty's Inspectors, the U.S.A.'s supervisory staff maintained by various school systems and the U.S.S.R.'s regional or territorial inspecting staff. Furthermore, the term inspection needs to be discarded at an early moment and its place be filled in by supervision meaning advice, guidance, assistance and healthy operation of teaching-learning situations and facilities as is done in the U.S.A.

The following table gives an at-a-glance picture of the comparative supervision practices followed in the four countries:

Table 483
### TABLE 35
SUPERVISION PRACTICES

<table>
<thead>
<tr>
<th>England</th>
<th>The U.S.A.</th>
<th>The U.S.S.R.</th>
<th>India</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Federal control and direction</td>
<td>No such control</td>
<td>Federal control</td>
<td>Advisory Federal Control</td>
</tr>
<tr>
<td>2. State supervision by Her Majesty's Inspectors</td>
<td>Consultative Services by the Office of Education</td>
<td>State Ministries of Public Education supervise and control</td>
<td>State Department of Education exercise such control and supervision</td>
</tr>
<tr>
<td>3. Local Education authorities really control and supervise</td>
<td>City and district school systems maintain supervisors</td>
<td>District and territorial Inspectors supervise elementary education</td>
<td>District Educational Inspectors control and supervise</td>
</tr>
<tr>
<td>4. Special Inspectors for various areas of education</td>
<td>Special Supervisors for special branches of education</td>
<td>Inspectors for school buildings sanitation, health etc.</td>
<td>Inspectors for physical education, drawing and craft, visual education etc.</td>
</tr>
</tbody>
</table>
Every significant activity needs some kind of supervision which not only checks the persons from doing wrong but also inspires them to do better. In education where a great number of factors work together and varied forces influence, from time to time and from place to place, no central control or supervision is essential. It may be only in a sense to see that the national policy, if any, is followed in the right direction and free spirit.

Supervision and control at local levels is quite essential as in England at the L.E.A.s and in U.S.A. at the Counties. But as in the U.S.S.R. no Federal Control and Supervision is desirable and is in the interest of education. The example of American School Districts which maintain their own supervisors is worth following. So also, the special inspectors as in England provide an effective illustration.

India needs to remodel her supervision and control system of elementary education just on the line of some features of English system and some of American system.
IV. THE EXECUTIVE FUNCTIONS AT VARIOUS LEVELS

Since educational administration is a process and purpose entirely operated in the interest of the pupils and their allround development in accordance with the national philosophy and basic constitutional policies, it becomes obligatory on the part of the educational administrators to executive several functions that would help them fulfil the basic principles and objectives of education. These functions may vary from place to place and from level to level according to the responsibilities laid down on different personnel, such as the Superintendent of school system, the Supervisor or the Inspector of schools, the principal and the teacher or the local school board. The work and activity of these personnel may be to fulfil the objectives of education i.e., to executive the policies made at different levels. And hence, we may refer to them as 'the executive functions.' The executive activity may be defined as Moehlman puts it:
"All the acts or processes required to make the policies and procedures effective. An agent or agency involved in the actual carrying out of any part of education plan is functionally a part of the executive activity." 61

In administering elementary education different agencies are at work at various levels, all uniting their efforts towards the accomplishment of purpose on hierarchical basis. The most significant role in this executive activity as the investigator would like to lay emphasis on is of:

1. The Teacher;
2. The Principal;
3. The Supervisor or the Inspector; and
4. The School Superintendent

A. ENGLAND

The statutory provisions of the Education Act of 1944 are necessarily the basis on which the present pattern of educational administration operates. The

executive functions at various levels of administration may have their origins in the Act of 1944 which provide for different developmental grounds. Those involved in local as well as State levels of administration are:

1. **The Teachers**

   Besides teaching, the teachers have been assigned a number of functions pertaining education, its organization and administration. The teachers are considered to be the lowest and the smallest units of executive functions. They are responsible for the organization of their classes in accordance with the basic policy or pattern laid down by the Head Teacher of the school. They are supposed to carry out instructions as regards teaching methodology, class management, attendance, examination, promotion schemes, etc. Their most significant premise of executive function is to provide for and create situations for the healthy and balanced class-room activities suited to the varying needs of individual pupils. Furthermore they are expected to
help the head teacher execute his functions in an effective manner. Briefly saying, the teachers are a backbone in the entire executive machinery.

2. **The Head Teacher or the Principal**

Really speaking the executive functions of the Ministry for Education through the local education authorities are based on Territorial Principals. The Territorial Principal is the administrative officer maintaining direct contact with one or more local education authorities. All correspondence is canalysed through him......The Territorial has, of course, limited power and is largely concerned with approvals and advice to local education authorities. In case a problem goes beyond the range, the Territorial Principal refers the matter to the level of Assistant Secretary.

The head teacher will have the task, in consultation with the Chief Officer, to arrange for initial provision necessary for the conduct of the school, of stationery, books, equipment and
so on. Let it be said at once, that the responsibility for selecting books to be used rests with the head teacher and his staff. It is accepted principle of education in England that the head teacher and his staff are the most appropriate persons to decide internal matters of the school. He is the captain of the ship. 62

3. The Supervisor or the Inspector

There is a hierarchy headed by the Senior Chief Inspector, through the Chief Inspectors for different types of schools to the Divisional Inspectors concerned with particular regions of the County Staff Inspectors and finally Her Majesty's Inspectors who are normally concerned with the inspection of schools in limited area. The task and executive functions of these inspectors is to report to the ministry what happens in the schools. They are supposed to see that the schools are properly being conducted in accordance with the requirements of

the statutes and regulations. They are further the advisers and consultants available to teachers, head teachers and L.E.As. The most essential function of the inspectorate is to act for the Minister and to enable him more effectively to satisfy himself that the provisions of Parliament and of the regulations are being observed in the conduct of the schools.63

B. THE U.S.A.

Since educational administration is highly decentralized in the U.S.A, the executive functions also have been shared accordingly. There are, of course, a number of patterns prevailing in the elementary education systems of America, but the common levels of administration are generally:

1. Teachers

The role of the teachers in fulfilling the broadest principle of democratic education in the U.S.A. is far more significant and widened

by a variegated activities and procedures than that of others in any country of the world.
This is, since the pragmatic philosophy of life and education accepted generally by the people and the government of the country.

The teachers executive functions besides their professional ones are also numerous and no space permits the investigator to depict even some of them. However, it becomes obligatory to mention in brief the spirit in which these functions are operated. As Henry J. Otto puts it:

The function of teaching is to guide the experiences and the educative growth of children in the direction of the accepted purposes of elementary education. In order to do this in a realistic way, one needs to see the human nature and the social order as they are and also to have clear conceptions of human nature and society at their best as they might exist under ideal conditions. The teacher must determine the characteristics of the children, the nature
of educative process, the characteristics of society as it is and as it desires to become, and the purposes of the school. The teacher then brings all these factors into such relations by way of the school programme that children experience the desired educative growth and development. 64

Furthermore, besides teaching programme, the teachers have to be involved in a number of administrative and organizational activities which include among others, maintaining details records of pupils various activities and progress, medical and hygeinic conditions, parent's communique and so on and so forth.

2. The Principal

The elementary school principalship has come a long way from the time when it was first conceived as a sort of glorified clerkship. The current concept of professional leadership as the chief function of the principal requires that not only

he be relieved of teaching responsibilities, but also assistance be provided him to take care of the minor routine and administrative duties which would otherwise usurp a disproportionate part of his time.

Besides, the principal's academic functions there are a number of other functions relating to the organization and administration. These functions are quite many-fold and depend somewhat upon the size of the school and the type of the community in which the school is situated. Some large schools with many pupils, parents and teachers necessitates a complex administration. It would also vary according to whether or not he is going to organize and administer a new school or taking over one which has been operating for several years. Among others, the following are the Chief Executive functions of the elementary school principal:

1. Personal Leadership;
2. Plant Management;
3. Business Management;
4. Public Relations.

Besides the above four major functions there are several miscellaneous duties which, while not comparable in scope to those already enumerated are inherent in the principal's work. Record keeping and providing guidance to all are the chief ones. Still another function of the principal is curriculum improvement. There are still many more minor duties of the school principal which include to participate in community activities, alteration in school programme, an over-all coordination function and maintenance of harmony of high grade in the operation of the school.

The entire duty and executive functions of an elementary school principal, as have been summarized by Elsbree and McNally are:

The principal must be a versatile individual to fulfill all the responsibilities demanded of him. He must be skillful in the realm of personal management; he must understand the school plant and know-how to operate and maintain it efficiently; he must be conversant with modern school
business practices; he must know-how to work with the public and he must be able to give leadership to his staff in curriculum improvement. These combined functions constitute a tremendous challenge to the principal: they demand a higher and more professional type of leadership, than ever before, and offer him a great opportunity to serve the children of his district.66

3. The Supervisor

Although there are no state supervisors or inspectors for the purpose of supervision and inspection of elementary schools in America, there are many school systems which maintain their own supervisors to appraise and advise the schools to operate in an efficient way. Since it is difficult to enumerate all function including the executive functions of the supervisors employed by the local school boards or districts the investigator gives in general the responsibility and executive work, the supervisor is

supposed to do and his over-all spirit. Current thinking about the role of supervisor is well summarized in the following quotation from the work of Bar, Burton and Brueckner:

Supervision is in general what it has been in modern times, an expert technical service primarily concerned with studying and improving the conditions that surround learning and pupil growth. Everything in a school system is designed, of course, for the ultimate purpose of simultaneous learning and growth. Supervision deals with those items which primarily and rather directly condition learning and growth.67

Although supervision and administration have distinct concepts and each has its peculiar role in the total operational picture, it is clearly evident that there are important relationships between them. The major executive functions of the supervisor may be:

1. Evaluating educational product in the light of accepted objectives of education.

2. Studying the teaching learning situations to determine the antecedents of satisfactory and unsatisfactory pupil growth and achievement.

3. Improving the teaching learning situation.

4. Evaluating the objectives, methods and outcomes of supervision.

But, Melchoir phrased his concept of supervisor's role in the following words:

Supervision is concerned with everything that directly concern the further development of every member of the faculty and student body towards physical and social competence. It is also concerned with those factors that are but indirectly related to their growth.68

4. The Superintendent of Schools

The Superintendent who is elected by the board of

education and serves as its chief executive officer is recognized as the educational leader of the school district and community. He has in his office men with 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 American Association of School Administrators, the Professional Organization of America's Superintendents has listed four basic assumptions concerning the role of the top school administrator. 69

1. The superintendency is essentially the same work regardless of the size or the nature of the community; it involves the same duties in metropolis, small towns and rural districts;

2. The superintendency comprises a cluster of responsibilities and jobs to be discharged and done respectively; whenever the load is

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too much, for one full-time person, it is time to delegate the work to some one.

3. The superintendency best facilitates its work by utilizing sound principles or organization and management; it needlessly complicates its task by neglecting its principles.

4. The superintendency is devoted to the administrative and executive functions in behalf of the school system; the School Board has responsibility for legislation and policy-making.

C. THE U.S.S.R.

The Russian people traditionally held the teacher and the scholar in high esteem. Teachers as individuals and the profession as a whole have come to enjoy increasing respect, greater responsibility and authority, increased prestige and social status. "The many changes which have occurred in our mother land under the Soviet regime are in no small degree
due to the selfless labour of the Soviet teacher. Thus, the teachers' functions - teaching executive and overall - are many fold and play an important role towards building a nation.

1. The Teacher

In the words of Lenin, "The teacher is the central figure in the educational and training process." His responsibility is not confined to mere teaching or covering the prescribed syllabi, but extends far and wide to the general moulding of children who have been entrusted to him. Their executive functions include among others:

1. The fostering of an atheistic sense and attitude towards unexplained natural phenomena;

2. The instilling of communist morality defined as the training of courageous citizens of the Socialist State;

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3. General aesthetic training through which the rising generation is taught to appreciate past and contemporary achievements in arts, music and literature;

4. Physical training and all round development of the body;

5. Systematic mental training in which children become familiar with the principles of science, develop memory, perception, imagination and ability to express themselves fluently and easily in speech and in writing;

6. Polytechnical education through which the pupils acquire the principles of science and a socialist attitude towards labour and work.

2. **The Head Master: (Director of School)**

The role of the Head Master in the schools of the U.S.S.R. is quite complicated and responsible too. He is the leader of all educational functions in the school. He directs educational and administrative work besides teaching. His main executive functions which he carries out in
conjunction with the director of studies are to organize the teaching staff, to ensure that all parts of the school plant function effectively, to acquaint, control, direct and supervise the work of the teachers and taught and to eliminate shortcomings if there be.

Sometimes he has to work in county areas where he is a leading member of the community by virtue of his position and intellectual standing. He heads and smoothly organizes a pedagogical council which discusses educational problems.

In brief he acts a local educational leader and strives to execute the national policy of education to the best of his capacity and talents.

3. The Inspector

In the U.S.S.R. the administrative unit at each level of the hierarchy has a staff of inspectors whose primary responsibility and function are to see that the standards are maintained at a high level of efficiency and the approved teaching
practices are followed. They are also to help the teachers and school directors and other administrators with their problems.

The inspectors who fall under different categories are assigned different duties and separate jurisdictions. The Leningrad City Board has besides the territorial inspectors for general schools, special inspectors for different purposes. The Chief Inspector has to supervise the day to day work of the inspectors in the Department of Schools.

4. **Chairman of District/City Board**

The administrative and executive functions of the Chairman who is appointed either by the District Board or City Board of Education are as follows:

1. To supervise the work of schools in general.
2. To maintain adequate standard of education.
3. To see that schools are properly equipped.
4. To appoint teachers, inspecting staff and to recommend the appointment of the directors.
5. To arrange for in-service education of teachers.
6. To coordinate various activities.
7. To cooperate with public organizations and teachers trade unions.
8. To implement the overall programme of Soviet Education Policy.

D. INDIA

The functions and responsibilities of educational workers are increased to a large extent after independence and the schemes of educational reconstruction. Since the political leaders and educationists of India have determined to commission grand projects of education, it has become possible to reorient the task and role of all involved in education.

1. Teachers

The elementary school teachers have been assigned a number of responsibilities and functions besides classroom teaching. Owing to the acceptance and introduction. Basic education,
and the transformation of most elementary schools into Basic schools, the teachers' functions are multiplied. They are entrusted with the entire moulding of the future citizens by instilling the dignity of labour, patriotism, sense of responsibility and so on.

The teachers are expected to organize and operate the classroom activities, out of class activities, craft work, cleanliness, self-reliance and self-sufficiency programmes along with helping the child in the process of growth. In brief his functions are:

1. To provide experiences for all-round development of the child;
2. To stimulate the child's interest in the environment;
3. To make the child's learning purposeful, realistic, interesting and effective;
4. To promote the child's initiative and freedom;
5. To foster cooperation and promote group life;
6. To train the child in citizenship;
7. To teach the use of leisure, etc.  

2. The Head Master

Among the important executive functions of the Head Master the following are outstanding:

1. To implement the scheme of basic education as designed by the Government and directed by the local education authorities.

2. To enforce the rules and regulations of the school board as regards compulsory attendance, teaching, promotions, etc.

3. To seek public cooperation in marshalling the education and its spirit.

4. To execute all orders and instructions issued from time to time by the A.O.

5. To control, supervise, direct and coordinate the work of teachers.

6. To act as a local agent of the district school board or its A.O.

72 National Institute of Basic Education, Adm. of Basic Education, New Delhi, Govt. of India, 1960, p. 64.
3. **The Supervisor of A.D.E.I.**

The role of the supervisor is very important in the elementary education system. He has to exercise control over the work of various schools under his jurisdiction and to supervise teaching and allied educational activities. His executive functions mainly fall under:

1. To assist the Administrative Officer in conducting annual inspections of schools;
2. To help him implement the scheme of Basic education, craft and physical education;
3. To supervise the schools;
4. To help conduct examinations;
5. To inspect and submit report as per the order of the A.O. of District Deputy Education Officer.

4. **Administrative Officer**

The A.O. is an Officer appointed by the Government to administer elementary education in each district or city school board. He is directly
responsible to the Government. He has under his control all primary schools in the district. His functions are many-fold, the following being outstanding:

1. Administration of all district primary schools.
2. Implementation of compulsory and free primary education.
3. To open new schools where needed.
4. To act as secretary of the staff selection committee.
5. To administer appointments, dismissals and transfers of the staff.
6. To execute compulsion scheme.
7. To manage finance.
8. To run the office effectively.

5. Deputy Educational Inspector

The entire responsibility of elementary education is shouldered by the D.E.I. at the district level though the final responsible officer is the E.I. His functions are:
1. To inspect all primary schools run by the district school board or municipal school board;

2. To distribute inspection work among the A.D.E.Is and to control and supervise them;

3. To grant recognition, requests for grants etc.;

4. To direct and help social education classes, village libraries and other educational activities in the district.

CONCLUDING OBSERVATIONS

A bird eye view of the various functions of the executive personnel at different levels of administration of elementary education in the four countries under this study, has enabled the investigator to conclude as under:

1. The role of teachers in all the four countries has been increased reasonably during the last decades due to the steady rise in educational philosophy and science. However, the teachers' role in India has not practically increased though on paper.
2. The head teacher or principal has been assigned graver concerns over the school plants. His manyfold functions are found parallel in all the four countries except a few executive rights here and there.

3. The supervisory functions are found rather strict and more serious in England and the U.S.S.R. whereas in the U.S.A. the inspection has no place. The inspection in India is still going on in the old pattern.

4. The responsibility of elementary education is parallel in all the four countries lying with the local education authorities and the executive functions are played by their Chief Officers.

COMMENTS

Briefly, speaking, the pattern of executive activity lying with the District School Boards in India needs modifications on the line of England.
The functions of teachers, Head Masters, Supervisors and Superintendents are far more besides routine. They are of executive nature that demands skill and insight. Since elementary education has been placed at the hands of local authorities almost in all the four countries, the executive functions remain much the same. But according to the different directives of the Constitutions and powers given to local authorities, they differ to certain extent.
V THE FINANCING OF EDUCATION

The fact that education has been considered and accepted as the most significant investment of the nation, it involves a number of considerations pertaining to finance. No education is possible unless there is financial support either by the State or by the people. Financing of education is a public or government responsibility. As Arthur B. Moehlman states:

Public education........is a community responsibility, a function of the individual states, and a concern of the Federal Government......The issue of education finance is to secure a well-balanced, stable, flexible and adequate system of support to which the local school, the State and Federal Governments would contribute in accord with ability and need without destroying the traditional and highly valuable popular community control over public educational policy. 73

In 1964-65, public expenditure on education in England and Wales amounted to £1,280 million. Total expenditure represents about one shilling in every pound of the gross national product.

The national plan which covers all aspects of the country's economic development provides for raising the share of total public expenditure of 32 per cent over-all disposed amongst the main parts of the education service as follows: Schools 27 per cent; further education, 58 per cent; teacher training, 55 per cent; and the universities, 33 per cent. 76

B. THE U.S.A.

Since public schools are controlled by the states, the responsibility of finance and the policy of school support rest on State Legislature. All states raise money for public schools by taxation, but there are certain other sources in some states such as interest upon state school funds and income

from public lands granted for school support. Thus, the states provide about 39.2% of the total support for public schools in the entire nation.\footnote{Ellis Ford Hartford, Op.cit., p.192.}

In 1960 the several state governments spent more than six billion dollars for public schools and over eighteen billion for all other purposes.\footnote{Financing the Public Schools,1960-1970,Op.cit., pp. 76-77.} Local school districts, now provide over 57% of the total cost of public schools for the nation as a whole. There are also certain funds available to the states from Federal appropriations for specific purposes. During the depression years some Federal funds were made available to assist school districts to build school buildings, plants etc.

Free public elementary education is provided for all children in the United States. Their financial responsibility is jointly shared by the local, State and Federal Governments. Proportions from these sources are approximately: local - 56 percent; state - 41 per cent; Federal - 3 per cent. Parents do not pay tuition fees.
As has been stated by Ellis Ford Hartford:

The schools are for the people; their interest and cooperation are essential to the functioning of a good instructional programme. They will feel a sense of pride and participation in a school which is theirs in a tangible way. This is all the more reason why the local community should carry as much of the financial load as possible and fair. Historically, the local community has been the chief source of school revenue. It is a sound policy and needs modifications.

Figures for the entire nation show that in recent years, more than half of all school revenues are raised at the local or county level. State sources account for nearly forty per cent and the remainder comes from federal appropriations.

The state financial responsibility lies with the maintenance of an efficient system of public schools. The state must use its taxing power over

the entire wealth of the people and be able to supplement the money which is raised by the local school districts.

Federal aid is also needed because there are great disparities existing among the states in their ability to finance education in their areas. The enactment of federal aid along with the lines which have been suggested would complete the pattern of working partnership among all levels of governments - local, state and national - to provide adequate educational opportunity for all American children.

Financial contributions are not required of parents who send their children to the public elementary schools. In most states, text books are provided by the schools, if not these must be purchased by the parents. Parents further pay a part of the school lunch. But, all payments by parents would not exceed 5 per cent of the cost of services provided through taxation revenues.

Private elementary schools are maintained from tuition fees and from gifts and donations by
interested persons and organizations. Public support is limited to federal contributions to the school lunch programme, pupil transportation service, and the exemption of private school property from local taxes. Some public assistance to private schools may also be noted in the deductibility of gifts to schools from earnings of individuals when reporting income for taxation.

Table given below will give in brief a general view of the finance of education in the U.S.A.
TABLE 37
PUBLIC EXPENDITURE ON EDUCATION, 1951 *
(In Million Dollars)

<table>
<thead>
<tr>
<th>Object of Expenditure</th>
<th>Total</th>
<th>Source of Funds</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Federal</td>
</tr>
<tr>
<td>Total Expenditure</td>
<td>8699</td>
<td>676</td>
</tr>
<tr>
<td>A. Current Expenditure</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Pre-primary, primary, secondary and vocational education</td>
<td>6990</td>
<td>654</td>
</tr>
<tr>
<td>- Teacher training and higher education</td>
<td>5867</td>
<td>205</td>
</tr>
<tr>
<td>- Special education</td>
<td>817</td>
<td>203</td>
</tr>
<tr>
<td>- Subsidies to private education</td>
<td>25</td>
<td>-</td>
</tr>
<tr>
<td>- Other current expenditure</td>
<td>261</td>
<td>221</td>
</tr>
<tr>
<td>B. Capital Expenditure</td>
<td>1709</td>
<td>22</td>
</tr>
</tbody>
</table>

C. THE U.S.S.R.

According to Article 14 of the Constitution of the U.S.S.R. the State Budget of the U.S.S.R. is approved and expenditures, the taxes and revenues of the union, the budgets of the constituent republics and the local budgets are the concern of the state and administrative organs of the union of the Soviet Socialist Republics. The whole system is based on a national policy which secures fraternal cooperation of the peoples in the multinational Soviet State.

As Raja Roy Sinh observed:

The outstanding fact of Soviet education is the massive financial support that the states provides for education and culture. It is a tangible evidence of the importance that is assigned to the role of education in promoting national growth....Even in, the first five year national plan (1928-1932) it is estimated that education absorbed 8-10 per cent of the total investment. 80

The financial resources of the Soviet Union are distributed according to a plan which provides for a proportional development of the various branches of economy and culture.

Education in the Soviet Union is financed through the State budget by means of the Union budget, the budgets of the republics and local budgets.

Elementary schools with not less than 160 pupils all seven-year and secondary schools and kindergartens belonging to the public education bodies, pedagogical centres and extra-curricular educational establishments in the district, also the maintenance of children supported by the state are financed through district budgets. Rural Elementary Schools with less than 160 pupils are financed through the village budgets. The ministries of education of the constituent Republics, the education ministries of the autonomous republics, the territorial and the regional departments of education, the district and city departments of education and the village Soviets finance the schools coming under their immediate jurisdictions.
The chief items of budgetary expenditures on education are salaries, maintenance and running costs, books and equipment, renovation of buildings and repair of equipment, scholarships, boarding, clothing and bedding.

In case of institutions, the heads are personally held responsible for the proper use of funds and are given considerable powers to determine how the funds will be used. The institution's budget is to meet the expenditure on the salaries of teaching and non-teaching staff, their travelling expenses, allowances to attend in-service courses, conferences, etc. laboratory and class equipment, library, stipends etc.

The following tables give a perspective view of educational finance in the U.S.S.R.
TABLE 38

ALLOCATION FOR SOCIAL AND CULTURAL SERVICES *
(In Billion Roubles)

<table>
<thead>
<tr>
<th>Services</th>
<th>1956</th>
<th>1961</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social and Cultural Services</td>
<td>18.73</td>
<td>27.1</td>
</tr>
<tr>
<td>Education</td>
<td>8.98</td>
<td>11.3</td>
</tr>
<tr>
<td>Universal compulsory education, eight-year schools</td>
<td>-</td>
<td>3.5</td>
</tr>
<tr>
<td>Boarding schools</td>
<td>-</td>
<td>0.568</td>
</tr>
<tr>
<td>Preschool education</td>
<td>-</td>
<td>1.2</td>
</tr>
</tbody>
</table>

* Education in the U.S.S.R., p. 21
<table>
<thead>
<tr>
<th>Object of Expenditure</th>
<th>Total</th>
<th>Source of Funds</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Union Govt.</td>
<td>Govts. of</td>
<td>Local</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Republics</td>
<td>Authorities</td>
<td></td>
</tr>
<tr>
<td>Total Expenditure</td>
<td>69591</td>
<td>24717</td>
<td>9280</td>
<td>35594</td>
<td></td>
</tr>
<tr>
<td>Central administration</td>
<td>647</td>
<td>98</td>
<td>51</td>
<td>498</td>
<td></td>
</tr>
<tr>
<td>Preprimary education</td>
<td>3610</td>
<td>1560</td>
<td>565</td>
<td>1485</td>
<td></td>
</tr>
<tr>
<td>Primary and Secondary</td>
<td>24159</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>education</td>
<td>5922</td>
<td>914</td>
<td>159</td>
<td>23086</td>
<td></td>
</tr>
<tr>
<td>Vocational education</td>
<td>10461</td>
<td>2589</td>
<td>1938</td>
<td>1395</td>
<td></td>
</tr>
<tr>
<td>Higher education</td>
<td>7960</td>
<td>6264</td>
<td>4036</td>
<td>161</td>
<td></td>
</tr>
<tr>
<td>Adult education</td>
<td>1136</td>
<td>6096</td>
<td>520</td>
<td>1344</td>
<td></td>
</tr>
<tr>
<td>Libraries</td>
<td>1394</td>
<td>-</td>
<td>5</td>
<td>1131</td>
<td></td>
</tr>
<tr>
<td>Clubs and cultural</td>
<td>8247</td>
<td>43</td>
<td>45</td>
<td>1306</td>
<td></td>
</tr>
<tr>
<td>institutions</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Scientific institutions</td>
<td>624</td>
<td>6689</td>
<td>1267</td>
<td>291</td>
<td></td>
</tr>
<tr>
<td>Press</td>
<td>740</td>
<td>53</td>
<td>73</td>
<td>498</td>
<td></td>
</tr>
<tr>
<td>Art and broadcasting</td>
<td>-</td>
<td>234</td>
<td>273</td>
<td>230</td>
<td></td>
</tr>
<tr>
<td>Other expenditure</td>
<td>4691</td>
<td>174</td>
<td>348</td>
<td>4169</td>
<td></td>
</tr>
</tbody>
</table>

Article 45 of the Constitution of India lays down that the State shall endeavour to provide free and compulsory elementary education for all children. No other sector of education has been so singled out, and this indicates the great significance attached to elementary education for providing social justice and stabilising democracy.

The expenditure on elementary education is now about 35 per cent of the total education expenditure. As elementary education is expanding and improving too, in quality, this proportion will tend to increase and ultimately it is expected that the total expenditure on elementary education will form 50 to 60 per cent of the total educational expenditure.

The total direct expenditure on elementary education in 1949-50 was ₹.401 million and it rose to ₹.1,164 million in 1961 and it is still expected to increase to ₹.2,000 million in 1965-66. In this period of 16 years, the enrolments in elementary
education are expected to increase from 21 million to about 60 million and the cost per pupil has increased from Rs. 20.7 to about Rs. 33. 81

Thus India spends such a large sum on elementary education. But J.P. Naik holds that:

We must also remember that we spend too little on education at present and give too low a priority to elementary education. Even at the end of the third plan, India will be spending Rs. 5,500 million on education, which will mean only about 3.1 per cent of the national income and only 36 per cent of this (instead of the recommended 50) would be devoted to elementary education. The advanced countries spend much more on education. For instance, the U.K. spends 5.3 per cent of the national income on education; the U.S.A. spends 6.2 per cent; Japan spends 5.9 per cent; and the U.S.S.R. spends 7 per cent of the national income on education.

If education was to develop on proper lines.

81 J.P. Naik, Elementary Education in India, Bombay Asia Publishing House, 1966, p. 55.
the Sargent Plan had come to the reluctant conclusion that India "would have to follow the practice of other countries and pay for it." India must, therefore, be prepared to spend at least, 5 and preferably 6 per cent of her national income on education and devote 33 per cent of it to elementary education. 82

It will be seen from the table given below that there has been an enormous growth in the total direct expenditure on elementary education in India.

**TABLE 40**

TOTAL DIRECT EXPENDITURE ON ELEMENTARY EDUCATION 1950-51 TO 1960-61 (In Thousands of Rupees)

<table>
<thead>
<tr>
<th>Item</th>
<th>1950-51</th>
<th>1960-61</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Total direct expenditure on elementary education</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(a) On primary schools</td>
<td>364,843</td>
<td>734,459</td>
</tr>
<tr>
<td>(b) On middle schools</td>
<td>76,990</td>
<td>429,195</td>
</tr>
<tr>
<td>(c) Total</td>
<td>441,833</td>
<td>1,163,654</td>
</tr>
<tr>
<td>2. Total direct expenditure on training schools</td>
<td>14,229</td>
<td>34,340</td>
</tr>
<tr>
<td>3. Grand total of expenditure on elementary education</td>
<td>457,062</td>
<td>1,198,094</td>
</tr>
</tbody>
</table>

Local fund (Urban) cesses are levied by the municipalities which shouldered the responsibility of primary education. By 1960-61 their contribution had risen to Rs. 46.54 million, but owing to the immense rise in the contribution from Government Funds, its proportion to the total expenditure on primary education went down to 6.3 per cent.\(^4\)

At present fees and donations etc. do not come into the picture except in the case of private schools. At present, all government and local body schools are free and fees are charged only in a few private schools attended by the children of sound economical status. In 1960-61 the total contribution of fees and other sources was only Rs. 36.5 million.

The table given below shows expenditure on primary education and also the sources from which the funds are available.

It could be seen from the foregoing analysis that there are mainly five sources for the support of primary education in India. Grants from the State Governments are the most important source of school revenue for primary education.
Since India is not yet in a position to meet the financial obligations of universal, free and compulsory primary education, it is expected that under the Basic Education Scheme the schools will, to a small extent, be able to pay a part of total recurring expenditure out of income from the sale of articles made by the pupils. 85

CONCLUDING OBSERVATIONS

A brief review of the analysis of how elementary education is financed in these four countries under this study has enabled the investigator to draw the following conclusions:

1. Elementary education being almost free in England, the U.S.A., the U.S.S.R. and India no tuition fees are charged.

2. In all these countries the responsibility of financing education rests with different governments, viz., local, State and Federal.

3. In India the State Government shoulders the greatest responsibility of elementary education as provided by the Constitution whereas in the U.S.S.R. it is shared by village and district education departments, territorial departments of education, autonomous republics and constituent republics. But in the U.S.A. the local authorities share the greatest and State and Federal provide grants whereas in England though the Ministry of Education provides 60% grant, the great expenditure is borne by the local authorities.

4. In England no extra or special taxes for education are levied. The same is the case with the U.S.A., and the U.S.S.R. but in India the local authorities have been empowered to levy educational cess.

5. In all these four countries the elementary education expenses are met with by the local education authorities with generous grant or otherwise share from the State Government and in the case of England, the U.S.A. and
6. Only the private schools' expenditures are partly met with from fees, donations, and endowments.

COMMENTS

Despite the fact that the responsibility of education and its finance generally rests with either State Governments, Federal Governments in some cases or Local Authorities, they seem to be facing a lot of difficulties and hardships in meeting this grave responsibility. Practically, no country in the world has been fully able to shoulder this responsibility. Naturally it cannot be since education has become costlier day by day.

If the people accept the fact that they should spend money for the education of their children and such spending is not merely expenditure but an investment paying high dividend, the problem of financing education would be tackled considerably. The
attitude that the State responsibility for education should be implemented strictly in letters and the public should merely seek the maximum advantage out of it in terms of free schooling for their children is basically false and one-sided, and therefore, it should be changed. Whatever expenditure on education must be met with jointly from public, L.E.As and State Governments. It must be on partnership basis.

The more the public invests in education, the better the quality of education and ultimately the greater dividend of initial investment.
VI THE PROBLEMS

As in each field, there are naturally some obstacles or problems in the way of elementary education and its development. There is no real progress unless there are problems. Since the continuity of progress depends upon the solution of existing problems, they are a must for any one seeking development and progress.

In the field of organization and administration of elementary education, which is very tremendous and complicated in the sense that it covers a very wide area and range of population, there are ever changing or increasing problems. It is because the world is ever changing its entire outlook and the impact of which is great indeed on education, particularly elementary education.

The nineteenth century saw the establishment of universal elementary education and it is still in progress in many countries. We have been seeing the growing acceptance of the idea of universal elementary education that is the corner
stone in the foundation of any country pursuing progress through education.

As G.W. Bassett has observed:

This growth has been beset with many problems. The social and political changes which have brought about this increased demand for educating have outpaced the knowledge and imagination of educators to meet it. Problems of mass education, of general education, vocational education, of curriculum development to cope with new knowledge and new objectives, of specialized teachers in great number, of buildings and equipment and of examinations and selection have been insistent and perplexing. 86

Thus, due to the ever-increasing demands and needs of the changing social, cultural, economical and spiritual values of different nation, their education requires to cope up with them. And this poses a number of problems. Each country has its unique

problems since the setting, culture, situation and other socio-economic conditions are unparallel. Let us, now visualize and analyse these problems in the four countries under this study.

A. ENGLAND

Despite the fact that England has made a tremendous progress in the field of elementary education after the passing of the Act of 1944 and the suggestions of the Plowden Report, still she has been facing certain problems. The main problems at present which engage the attention of the education authorities are pertaining to the shortages in staff and school accommodation. There is an acute paucity of qualified and trained staff for the elementary schools of England. Similarly there is an acute shortage of sufficient number of adequate school buildings to house great number of children.

This shortage is due to the raising of the upper age limit of compulsory education to 15 in 1947;
the increase in the birth rate and the great post-war movements of population to new housing estates on the outskirts of towns.

The same factors have been largely responsible for an increase in the demand for qualified teachers, which training colleges have had great difficulties in meeting because of competition from other fields of employment for intelligent and highly educated young men and women.

The further problem is pertaining to curriculum construction and application in the light of present needs. It is difficult rather to discard consent which has proved to have little relevance to the needs and interests of the pupils.

Although extensive efforts are being made to meet the challenge of educating the handicapped children with modern equipment and scientific methods, much remains still to be done for want of adequately trained and specialized teachers.
Perhaps in no country of the world there are more resources and prosperity than in America and also more problems and trends than the American people and government are facing today. This partly due to the pragmatic philosophy adopted by the people and the government and partly due to ever changing values.

Since there are frequent changes in the society. Following the World War II, there has been a continuous migration from rural to urban areas. This has made the cities metropolitan and created complicated stratas of society which consequently led to great diversities and cultures of children. More and more mothers in addition to their husbands are being employed. As a result, children are left to the care of kindergartens and nurseries which are not necessarily under the control and supervision of school authorities. They might work below the standard of child care and produce variegated children who create problems.

B. THE U.S.A.
There is a great increase of school age children in elementary schools, especially in urban areas. As a result, there is an acute shortage of school buildings, teachers and proper school management. The excessive degree of mobility of population have made it absolutely difficult to run schools, to maintain adequate teaching methods, to help learning process and to fulfil the natural needs and to satisfy individual differences of children.

There are ever increasing pressures for educational opportunities for all types of exceptional children - the gifted, the mentally retarded and children with all kinds of physical handicaps. Classes for these children call for specially trained teachers. And there is great paucity of such teachers. It is a problem, therefore, for the education authorities.

C. THE U.S.S.R.

Problems pertaining to elementary education in the U.S.S.R. are of rather similar nature to those faced by the U.S.A. and England. The problems are increasing in the Soviet Union since heavy emphasis
laid on mass and public education on an uniform policy and control. They are concerning mainly the school buildings, physical amenities, educational equipment and enrolment. Since the area cover under the U.S.S.R. is very wide, uneven and varied with a great many differences in culture, language and geographic conditions, the task of unifying all states under one uniform pattern of elementary education is great indeed. It is a problem for the education authorities to tackle.

There is also a strong feeling to modify the content of school subjects in accordance with the needs and aspirations of the people. The curriculum construction is still a problem.

How to meet the special needs of children of various age-group is also a problem for the Soviet education authorities. No less important is the problem of strengthening the ties between school and life and further developing the public education system.

As more and more men and women in the U.S.S.R. tend to take up technical professions and put extra
premium on production, there is felt an acute paucity of trained teachers. The training institutes cannot cope up with the requirement of the schools.

Teachers for the gifted and mentally retarded children and also for the handicapped children are in great shortage in the U.S.S.R. as it is in other countries.

D. INDIA

Since the acceptance of the principle of free, compulsory and universal primary education and the constitutional provisions made to that effect, the number of problems has increased day by day. They are mainly pertaining to great number of trained teachers, adequate supply of buildings, text-books, teaching aids etc.

There is a great need of vitalizing and enriching the elementary school curriculum to make it relevant to the needs and environment of the children. There is a problem how to keep children at school long enough to enable them to acquire permanent functional
literacy; how to solve a language problem; how to improve supervision programme at various levels and to free supervisors from many routine administrative duties; how to educate parents to enable them to reinforce training, the children receive at school instead of putting obstacles in the way of its application.

There is practically no shortage of teachers in India as in other countries; but the faith and diligence with which they must teach are lagging far behind. Furthermore, the educational spirit and adventure which ought to be the qualities of educational administrators in India, seem to be absent and consequently there are redtapism and lethargy noticed in the field.

The greatest problem is of finance in India and that comes in the way of progress and development.

CONCLUDING OBSERVATIONS

The analysis indicate that the problems faced by all the four countries in the field of elementary education, its organization and administration are
almost of similar nature except a few variations:
They are:

1. Complete eradication of illiteracy which poses difficulties in providing trained teachers, school buildings, textbooks suitable to the changed needs, instructional material, rich and strong curriculum etc.

2. Meeting the individual differences of children and providing them with equal opportunities.

3. Language problem especially in India and the U.S.S.R.

4. The cut off influence of parents on their children in large cities of the U.S.A., the U.S.S.R and England and how to revitalize it.

5. Inclusion of human relations in administration and organization of elementary education.

COMMENTS

Progress and problems are always parallel. The problems never cease and therefore, something
always remains to be done. Every attempt made for the progress of education or for its improve-
ment and uplift has to face certain basic problems, some of which could be solved and the others remain unsolved.

In spite of tremendous resources at disposal of elementary education in the U.S.A., there are still problems that India also has. The science and technology developed during the last decades and the high increase in population are largely responsible for some of these problems.

They could be solved very gradually by a three dimensional strategy, with a high sense of integrity, cooperation and humanized adminis-
tration of education.
VII SALIANT FEATURES OF COMPARISON AND CONTRAST

After reviewing ample literature on the field of administration of Elementary Education in the four countries under this study and deducing an analytical picture of the subject, the investigator attempts here to record some salient features of the comparison and contrast in the context of England, the U.S.A., the U.S.S.R. and India. This is intended to present a brief and at-a-glance summary of what has been described at length in the foregoing pages.

A. ENGLAND AND INDIA

Despite certain structural similarities in the administration of elementary education in England and India, there are certain fundamental differences. The most important are:

1. Though attempts are made in the direction of making elementary education free, compulsory and universal in India, it has not been possible as yet. Whereas in England since
2. In both the cases the control of elementary education is more or less in the hands of Local Authorities, but its supervision rests with the State Governments.

3. There are a few private schools in both the countries aided and recognized by the local authorities.

4. There are H.M. Inspectors in England who keep a vigilant eye on the functions of the schools whereas in India there are Deputy Educational Inspectors in each district to supervise and inspect the work of the schools.

5. The financing of elementary education in both the countries is made by the local authorities, but in India their sources of income are very meagre and therefore they depend on State Government grants.

6. The private agencies maintaining educational institutions in both the countries bear some outward similarity inasmuch as there are
secular and denominational bodies; but in England all the denominational bodies belong to one broad religious order viz., Christianity. In India there are several religions and the position is still more complicated inasmuch as Hindus form a majority of students even in Christian schools, and hence imparting of religious instruction as such is viewed with suspicion as attempts at proselytisation.

7. The system of inspection of schools by Government officials has been acknowledged in both the countries. But the difference lies in the democratic tradition which has been deeprooted in England; whereas in India the democratic pattern has not been practical as yet since democracy in India is new and the officials are of bureaucratic attitude. The complications of the dual machinery of the Central and State Governments and the slow evolution of local bodies have perhaps introduced unnecessary office work and

B. THE U.S.A. AND INDIA

The control of primary education is vested in local authorities in both the countries. The local organizations in the U.S.A. are the townships or county boards of educational districts, while in India they are district school boards or municipal school boards. The units in the U.S.A. are comparably smaller than ours. In both the countries, elementary education is free though not completely in India.

The administrative similarities of and differences between the U.S.A. and India can be stated as:

1. The administration of elementary education is vested in the hands of local authorities under the responsibility of the State Governments in both the countries.
2. The Federal Governments in U.S.A. merely looks after certain special functions of education such as military education etc. It merely acts as the clearing-house for information. Contrasted with this the Union Government of India assists the States towards elementary education schemes and generously sanction grants.

3. In both the countries the State Government have the responsibility of running a number of primary teachers' training colleges.

4. Unlike India, the State Governments of the U.S.A. do not have any responsibility of organizing government schools of their own.

5. There is nothing in the United States of America corresponding to the system of inspection in India. They have, instead, a distinguished supervision practice.
C. THE U.S.S.R. AND INDIA

The U.S.S.R. has, since 1917 accepted in principle, a complete eradication of illiteracy from the Soviet Russia.

All schools are under the Ministry of Education of the particular Soviet or Provincial Government in which they are situated. Private agencies are not permitted to open any educational institute. This indicates that there is rigid centralization of the educational administration in the U.S.S.R.

Whereas in India the Central Ministry of Education has only to act as a clearing house agent and to help elementary education by way of sanctioning schemes and providing financial support. The State Governments also do not interfere with the administration of elementary education, since it is the responsibility of the local authorities. This indicates that there is decentralization in India as against complete centralization in the U.S.S.R.
In the U.S.S.R. all courses are compulsory and that there is no scope for election either for the schools or for the students. As against this, in India there is complete academic freedom given to State Governments and also to local authorities.

In all elementary schools of the U.S.S.R. there is co-education while in India there are separate schools for girls and boys so far as possible.

In both the countries elementary education is at present, secular and in most states of India it is of seven years' duration and in some of four years' duration as in the U.S.S.R.

The supervision or inspection system of both the countries are more or less the same, except that there are district inspectorates in India to inspect all elementary schools with the help of Deputy District Inspectors where as in the U.S.S.R. District and Territorial Inspectors supervise elementary schools.