CHAPTER I

THE PROBLEM AND PROCEDURE

For better or worse, education has become an indispensable process in modern life. Small wonder, then, that as students, teachers, parents, or administrators we often show interest in how schools in other countries function and how in other nations solve their educational problems.

— Phillip Jones

Contents

- Introduction
- Purpose of This Study
- Need and Importance
- The Problem, its Scope and Limits
- Terminology of the Problem
- Method and Approach
- Organization of the Chapters
CHAPTER I

THE PROBLEM AND PROCEDURE

INTRODUCTION

India faces today a large number of very complicated problems pertaining to ignorance, poverty, disease, social obscurantism, disunity and what not? It has also great intellectual, cultural and spiritual resources on which it can draw in dealing with this crisis. Education is the means by which these resources, as well as the contribution of technological resources developed in other nations and countries, can be mobilized to meet the situation. And it is particularly elementary education that can play a vital role in shaping and building the national progress and prosperity.

Looking to the tremendous expansion in almost all fields of India and particularly in the field of education, it is inevitable to establish proper control or check by maintaining quality and by modifying the goals of education.

Certainly, the improvement in education begins from the bottom i.e. elementary education which is the most significant aspect of the whole educational system of the country. In a vast country like India, almost a sub-continent, where hundreds of millions of school pupils, the proportionate number of teachers, schools and administrators exist, the very idea of quality and improvement in elementary education is a challenge for the government, educational administrators and educationists. And we are generally optimists to see that our educationists and teaching personnel would keep no stone unturned to meet this challenge.

The best possible and feasible approach to meet this challenge very successfully is to visualize, observe and compare the elementary education systems of other advanced countries, with that of India, strictly bearing in mind the historical, geographical, cultural and socio-economical distinctions. Furthermore, the seriousness and significance of the challenge could be noticed from the following table showing the figures of children and enrolment.
### TABLE I

ESTIMATED NUMBER OF CHILDREN IN THE AGE-GROUP 6-14
(1961-1976)*

<table>
<thead>
<tr>
<th>Year</th>
<th>Age-group 6-11</th>
<th>Age-group 11-14</th>
<th>Age-group 6-14</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number of Children (In Millions)</td>
<td>Percentage to Total Population</td>
<td>Total Number of Children (In Millions)</td>
</tr>
<tr>
<td>1961</td>
<td>56.14</td>
<td>12.6</td>
<td>27.64</td>
</tr>
<tr>
<td>1966</td>
<td>64.74</td>
<td>13.2</td>
<td>34.14</td>
</tr>
<tr>
<td>1971</td>
<td>73.35</td>
<td>13.2</td>
<td>39.00</td>
</tr>
<tr>
<td>1976</td>
<td>80.33</td>
<td>12.8</td>
<td>42.67</td>
</tr>
</tbody>
</table>

* Planning Commission, Govt. of India, 1965

The table reveals the magnitude of the task before the Government of India and the States. The total population of India, according to the census of 1961, was 439 million and it is increasing at present at about 2.2 per cent per annum. At the end of the Third Five Year Plan, the total enrolment in classes I - V (age-group 6-11) is expected to be 49.64 million and that in classes VI - VIII (age-group 11-14) is estimated to be 9.75 million.
As J.P. Naik an eminent educationist and former Adviser (Primary Education) in the Ministry of Education, India, points out:

"The magnitude of the task that will have to be attempted can be seen from the difference between the enrolment anticipated at the end of the Third Five Year Plan and the total number of children that will have to be ultimately enrolled, depending upon the target date for reaching the objective. If free and compulsory education is to be provided to all children in the age-group 6-14 by 1971, the additional enrolment during the Fourth Five Year Plan would have to be 52.35 million or roughly about 10.47 million per year......"  

A similar strategy particularly in the field of elementary education is at work in advanced countries like England, the U.S.A., and the U.S.S.R.

About England, it could be stated that there are about four million children in 21,000 elementary schools. They are between the ages 5 and 11. The educational reforms, took place only in the year 1944

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2 J.P. Naik, Elementary Education in India, Bombay, Asia Publishing House, 1966, p.77.
and the proposals were generally accepted and welcomed throughout the country and were embodied in the Education Act of 1944 which suspended all the existing Educational Acts. Lately in 1963 the Plowden Report said, 'The foundations of elementary education must be strong enough to bear the superstructure of secondary education which the country has already decided.'

The American philosophy of life and her educational system unavoidably reflected the conditions of American growth and tended towards pragmatism and relativism. John Dewey, the representative American philosopher's pragmatism and experimentalism gave full expression to the frontier spirit of America and in turn profoundly influenced the theory and practice of contemporary education. The reform of education in the U.S.A. came in the last two decades of this century. Even then, the American school system today, is still in a period of transition. The elementary school of the U.S.A. is the historical common school and is attended by all groups of the population, irrespective of creed, origin or wealth. The unreformed elementary school has eight grades, the reformed has only six.
The Russian school system was in the process of transition on the eve of the revolution of 1917. The elementary school, both urban and rural, had a four-year course for the age-group 8-12. But since 1945 with the lowering of compulsory age to 7 the elementary stage ends at eleven plus. The organization and curriculum in the first four years are identical whether in separate elementary schools or in primary departments of Secondary schools.

It is in this context that an attempt is made in this study to examine and understand various approaches and applications made in the field of elementary education, its organization and administration in advanced countries like England, the U.S.A., and the U.S.S.R. so as to meet the changing needs and aspirations of those people and to see how it can be useful and guiding to the tackling of the grand strategy of the same in India. Furthermore, the intention of the investigator has been also to make suggestions and recommendations that could pertinently be applied to the conditions of Indian education, organization and administration.
PURPOSE OF THIS STUDY

It is because of the great national uprising and tremendous task of progress that lies before the people of India, that a strong need is felt to reorganize and reconstruct the very educational system and particularly elementary education which is so vital and basic to the life, needs and aspirations of the people that it cannot be post­poned nor can it be neglected.

Article 45 of the Constitution of India visualized that free and compulsory education for all children till the age of 14 would be provided by 1960. The goal could not be reached, although there was unprecedented expansion of elementary education between 1950 and 1960.

One of the major aims of the Third Five Year Plan was to expand and intensify the educational effort and to bring every home within its fold, so that in all branches of national life, education becomes the focal point of planned development.3 In placing such an emphasis on educational programmes the Planning Commission had recognized that there were large

3 Planning Commission, Third Five Year Plan, 1961, p.573.
deficiencies in the sphere of education which must be removed speedily if progress was to be sustained and enduring. Probably the most important of all educational programmes talked above was one for the provision of facilities for education to all children in the age-group 6-14 with special concentration on the education of the girls.

Under the basic premise that education, particularly elementary education, will have to play the most vital role in the progress, prosperity and attainment of India whose setting and problems are variegated and typical, the investigator assumes on the strength of experience and prevalent national opinion that a number of modifications, in the principles, policies and practices of organization and administration of elementary education will have to be made on a large scale on priority basis. If so, what changes are necessary, where and to what extent? What are the models that India could follow? What are the experiences and reactions of those who have accepted a particular principle or policy, practice or set up in the organization and administration of elementary education? Which are the best and most effective

4 Planning Commission, Third Five Year Plan, 1961, p.573
practices of the advanced countries and how they have switched over to them and why? What are their educational settings and how they have been able to evolve their present organization? What are their educational philosophies and constitutional provisions for elementary education in the context of national needs and aspirations?

In order to answer all these questions and many others, the need to organize a study like this arises. The fact remains that India has to learn and accept some of the best suitable and effective practices of England, the U.S.A, and the U.S.S.R. in the field of elementary education. It is because India could not do any worthwhile reform in education during her period of slavery for nearly 150 years when the whole world was on the path of progress she had to be content with whatever little amount of education was given on whatsoever principle and policy the British Government did adopt. The position of education during the British rule in India was so meagre that a very meagre percentage of the population could avail of it. And even that was not useful, nor did it contribute to the cause of national development - cultural, social or economical.
It was just narrowly conceived and selfishly evolved system of education that had nothing to do with Indian life, needs and aspirations.

The organization and administration were bureaucratic and based on colonial interests. The schools were few, the teachers in limited number and less qualified and pupils quite limited in numbers.

But today when the position has undergone a great, tremendous and rapid change with democratic government and national viewpoints, the entire system needs a new outlook. As Prof. S.N. Mukerji points out:

"During the last decades not only has the number of educational institutions increased rapidly, but new ideologies of education have come to the forefront. With the enlargement of these responsibilities, the administration of education has become more complex. In fact, the magnitude of the problems facing education today is taxing the leadership and the resources of the States Departments of Education to the utmost. These problems cannot be solved effectively if the departments are forced to operate under such organization structures"
which are not conducive to efficient functions

...... It is time to re-examine state education machinery for the purpose of modernizing it to perform its essential services and functions. 5

In other words, elementary education system in India has to undergo great many changes and acquire a balanced and efficient structure along with modernized administrative and organizational techniques. In this process of innovation and change, the experiences, achievements and the lessons of advanced countries could positively be a rich source for India.

And this bears out the aim and purpose of this study as it attempts to explore and analyse the possibilities of change in the field of elementary education, its organization and administration on the basis of what England, the U.S.A. and the U.S.S.R. have achieved until now.

To be precise, the principle objectives of this study are:

1. To analyse various factors that helped evolve the present elementary education systems in

England, the U.S.A. and the U.S.S.R. in the context of their local situations and varied forces.

2. To produce a comparative picture of different viewpoints, practices, problems attainments, situations, expenditures and failures pertaining to elementary education in these countries for the consideration of India in her attempt to reconstruct and reorganize elementary education; and finally

3. To draw some implications and make suggestions and recommendations for the development and reconstruction in the field of organization and administration of Elementary Educations are suited to India's new needs and democratic social order.

NEED AND IMPORTANCE

It is now clear that this study is a comparative one in so far as it concerns the countries like England, the U.S.A., the U.S.S.R. and India for their systems of elementary education. The need for and importance of such a comparative study is great indeed, because India is an advancing and progressing country with
her new democratic social order. She has to learn much from England, America and Russia in matters of education, its organization and administration etc. It is because of the fact that their achievement and progress in education are worth noting and hence object lessons for India to follow.  

The impact of change in India seems to be so bewildering that the educators and administrators require a new frame of reference in order that they might understand their new and changing roles and assume increasing responsibilities. The majority of the problems Indian education faces today, are due to the fact that there prevails a discrepancy between a new social and cultural horizons that widen gradually and slowly pervade the younger generation and the lack of preparedness in the educational leaders of the old generation bearing imprints of the colonial past.  

As Sidhanta points out:

The educators have not been able to attune themselves to the rapid changes and that is why they are often out of sympathy with a new

7 Ibid., p.6.
generation. The consequence of this we find in the so-called indisciplined youth, ill-directed surplus energy leading to irregularities of conduct. It is on this mutual understanding of youth and age that the future of India depends..... The fact of this impact has to be realized, its nature properly understood and its implications analyzed. It is on the basis of this understanding that a new community can be built up, a community which will be the corner-stone of the new India.\footnote{N.K. Sidhanta, "Impacts of Change on Education," The March of India, Delhi, Govt. of India Press Vol.14, No.3, March 1962, p.24.}

As quoted above what India needs today is to develop a new look and approach in every walk of educational development. A new and sound philosophy rich in practice is an inevitable demand of India. The entire structure and organization along with administration of education, particularly elementary education needs an overhauling with a major emphasis on national needs and changed circumstances. Furthermore, the democratic way of government and socialistic pattern of the society deserve prior considerations.

The above is an undoubted reality that deserves a fresh look at the whole system of elementary education.
But the question is, how it could be done. Where is the frame of reference or an example of type or model which may be helpful in guiding India?

It is believed and expected that the illustrations of experiences and achievements of England, the U.S.A. and the U.S.S.R. in reconstructing their elementary education could provide some clues to India in her great strides of tremendous programme of educational reconstruction. It is so because all these four countries are, in certain respect, similar to one another.

With this view in mind the investigator believes that there is an urgent and inevitable need of carrying out such a comparative study as this, since the importance of it is manyfold. However, he does not believe that all the approaches and developments in those countries could be possibly transplanted presently on India soil. It is an absurd proposition. But the principle underlying their practices and the spirit in which they work must be adapted to the present setting in India on experimental basis with continuous evaluation and modifications. The warning of Millikan to the underdeveloped nations deserves mention here in this respect:
Slowly and painfully, out of the experience of ten years, we are coming to learn - in agriculture, in health, in industry, in political organization - that while the underdeveloped world has an enormous advantage in being able to draw upon the experience of the developed world accumulated since the renaissance an adaptation of that experience to the problems of the underdeveloped countries requires a process as creative, innovative and experimental as any we went through.  

THE PROBLEM, ITS SCOPE AND LIMITS

The problem of the investigator is "A Comparative Study of the Organization and Administration of Elementary Education in England, the U.S.A., the U.S.S.R. and India." The investigator clearly understands the limitations of the problem and has, therefore, delimited the topic to the comparison of the organizational and administrative aspects of elementary education, its set-up, growth and development, structure and system, various machinery applied to all in the context of traditional and modern backgrounds.

9 M.F. Millikan, Education for Innovation, as quoted by B.P. Lulla, op. cit., p. 8.
historical background. Furthermore, various problems faced by the concerned administrations in these countries would also be studied in comparison to those of others.

The investigator has considered only England for her study of Elementary Education and not Britain as a whole, since the patterns of education in Ireland, Scotland and Wales create a complex.

While studying the elementary education its organization and administration of U.S.A. the investigator has considered the whole area of the United States of America.

In case of U.S.S.R. the investigator intends to consider the system of elementary education prevailing through out the territory of the U.S.S.R.

This study, it is intended, would bring out some general principles and practices and directives that could help reorganize or reframe the elementary education system in India.

Besides, the investigator expects that the comparative study along with the analysis of the aims, approaches and various techniques as well as traditions of these countries would be useful for applying them profitably to the present setting of Indian elementary education.
TERMINOLOGY OF THE PROBLEM

The problem of the research reads as under:


As referred to by C.V. Good in his Dictionary of Education\textsuperscript{10} the definitions of the terminology of the problem is as under:

**Comparative Study**

A term used loosely to indicate any study in which two or more cases or groups are compared (Experiments also are comparative studies, but practically all research involves comparison between contemporary groups, or with earlier groups or with established norms or expectations).

**Organization**

(1) The process (or result) of arranging independent elements into a functional or logical whole; (2) (read) the process of selection, evaluation and arrangement of ideas encountered in material read; (3) The step

in Morrison plan when teacher and pupils arrange assimilated materials so as to solve the problems set for study.

**Organization, School**

(1) The schematic arrangement according to which the pupils and the school staff utilize the educational facilities of the school and community; (2) The procedure of unifying, harmonising and rendering effective the relationship among pupils, staff and community for optimum educational results.

**Organization Line and Staff**

A system of educational administration that fixes a definite line of authority and responsibility from the superintendent through subordinates to school employees and presumably also provides for specialised planning or supervisory officers who constitute the administrative staff.

**Administration Bureaucratic**

(1) Strictly, the management and control of a school system through the agency of one or more bureaus or offices variously charged with duties and powers
relative to the schools, for example, the administra-
tive system used in France; (2) Loosely and in a
derogative sense, the type of control, direction and
management that demands uniform and mechanical
standardization, the exercise of control through
officials remote from those who are immediately
responsible for rendering the service.

Administration Control

(1) The principal educational authority having
jurisdiction over a school system or major division
thereof, may apply to a city, country, state, national
or other school system, depending on the unit being
considered; (2) The act or process of exercising
control over educational matters on the part of an
authority as above defined; (3) A plan or type of
organization by which the authority and responsibility
for operating the school system of an educational Unit
are concentrated in a single policy forming and
jurisdictional body or bureau, for example, the system
used in Ontario or France; usually aims and results in
relative uniform educational practices in the Unit so
administered.
Administration, Educational

(1) The direction, control and management of those aspects of school administration most directly related to the instructional process but not related to the business aspects of administration, such as teacher and pupil personnel, programme of studies, activities, curriculums methods, instructional aids and guidance;
(2) The direction, control and management of all matters pertaining to school affairs, including business administration, since all aspects of school affairs may be considered as carried on for educational ends.

Administration, Financial

(1) The managing or conduct of an office or a group of functions pertaining to fiscal affairs; (2) The performance of those executive duties of an institution, business or governmental body that involve momentary affairs; (3) The management of funds belonging to an enterprise, especially the permanent funds.

Administration, Line

The control, direction and management of an enterprise, particularly a school or school system, through the
issuance of executive orders, each officer in line receiving orders from an officer above and passing them on to one below.

**Elementary Education**

(1) The period of formal education beginning in childhood, usually at the age of 5 to 7 years, and ending approximately with adolescence, at the beginning of Secondary Education, variously defined as including grades 1 to 8 and sometimes nursery school and kindergarten or as ending with grade 6, as in places in which the six-six and six-three - three plans are in common use; (2) The division of any educational programme that is concerned primarily with general education, including those skills, facts and attitudes that are required by society of all its members, opposed to secondary and higher education as being less specialised in content and less selective as to pupils or students.

**METHOD AND APPROACH**

As has been stated earlier, this study is a descriptive analysis of the existing conditions and general organization and administration of elementary education in
England, the U.S.A., the U.S.S.R. and India with a view to comparing the same with special reference to India. It is furthermore intended to draw some implications for India in order to modify and reconstruct her entire system of elementary education if necessary in view of her new educational needs created recently. This study, it is noticed, is a comparative one in the sense that it seeks to compare some aspects of elementary education of one country with the others in terms of structure, system, organization, finance, etc.

Even then, it is difficult, if not impossible to classify this kind of study and label it into categories mentioned by the writers of the textbooks on educational research. But it is clear in one way that this study involves historical, philosophical and analytical exploration with some rationale in view, since the problem does not lend itself to empirical or experimental research. There is, however, some kind of uniqueness in each study according to varying purposes and consequently varying methods and approaches. This fact is further corroborated by Rummel in the following words:

Since no two research undertakings are exactly alike, it is impossible to set forth any rigid formulation of method or procedure. There is a
wide variation in the conditions and circumstances which determine the objective nature of research problems in different fields. The purpose of a study may vary from researcher to researcher in terms of where it is to be conducted and the applications that are to be made of it.\textsuperscript{11}

Since this study is exclusively based on historical facts and existing conditions, it could be called a historical research in one way. Since the historical research mainly concentrates on facts and events of the past for analysis and interpretation, the investigator has been greatly concerned with certain facts and present conditions and practices that he would like to establish on the basis of his study and observations.

The following steps are typical of historical research according to Good, Bar and Scates:

1. Collection of data through primary and secondary sources.

2. Internal and external criticism of the data collected.

3. Presentation of facts in a readable form involving problems of organization, composition, exposition and interpretation.

And the ingredients of the historical research are as under:

1. Primary sources which include documentary evidences fundamental to historical research.

2. Secondary sources which include sources of information transmitted by one who was neither a participant nor an eye-witness of the original event.

Such studies as this can also apply Comparative Education Approach appropriate to the problem and purpose of investigation. Comparative education methodology is a relatively new field of research. The pioneering attempts were made at a systematic approach to comparative education during the nineteenth century. But it was in 1933 that a volume on comparative education by I.L. Kandel was published and provided an adequate foundation for comparative education. His approach was founded on the historical analysis of the national systems of education under some simple categories such as structure administration, etc.
Kandel holds that an educational system is largely
determined by factors and forces outside the school.

This study is similar to that of Kandel and hence it
could be said that it applies comparative education
approach.

Nicholas Hans also elaborated the similar line of
thought in his volume on comparative education. His
comparative study of the educational systems of the
four countries: England, the U.S.A., France and
U.S.S.R. is done according to the approach discussed
above.

This study is further similar to that of Nicholas
Hans in so far as its approach and content are
concerned.

The comparative education approach has been analysed
by Bereday who classifies the comparative studies in:

1. Area studies which are mere collections of
descriptions of educational systems of various
countries in a single volume;

2. Comparative analysis which apply a certain
postulate or a theoretical frame of reference
in analysis, interpretation or deduction.
This study follows a combination of the both to certain extent, and hence it could be stated without hesitation that it lends itself to Kendilian Approach of Comparative Education. Thus, it is now clear that this study is in some respects a historical research and the research methodology applied is based on Kandelian Approach.

**Selection and Organization**

After the preliminary data has been collected by either primary or secondary sources and a scrutiny made thereof, the investigator devised a planned, systematic and scientific method or technique to organize the data in the phase of final writing.

**Interpretation and Synthesis**

The investigator has tried to observe the following principles in the process of interpretation and synthesis:

1. No single category of causes but a collective psychology of the period explains all phases of historical development, which has been referred to as synthetic, electric or collective psychological theory.
2. A sound theory of interpretation and derivation of a unifying theme should be followed.

3. A dignified and objective style of historical composition should be observed and followed.

4. The latest possible details should be produced and a balanced, unbiased criticism should be made.

Overall Procedure

The investigator's general procedure of this study could be analysed as under:

1. General study and grasp of the problem.
2. Referring to authentic literature available on the problem.
3. Procuring relevant literature in the form of books, pamphlets, periodicals, documents etc. from countries concerned.
4. Approaching and interviewing individuals who have visited and studied the elementary school systems of these countries.
5. Maintaining a detailed record of major interacting events.
6. Analysing the details into categorical tables planned out.
7. Writing the thesis.
8. Substantiating with corroborative evidences.
ORGANIZATION OF THE CHAPTERS

Since it is not possible nor is it appropriate to summarise here the content of the various chapters, only the sequence and the outstanding features of the chapters are briefly outlined here. And this is essential since the importance of the manner in which this study is organized is great indeed.

This study has been organized under seven chapters according to the need, importance and utility value of facts and figures woven with the thread of investigation.

Chapter I is devoted to the Problem and Procedure which attempts to give in brief outline the general background in which this study is undertaken, the purpose of the study, the need and importance, the scope and limit, terminology of the problem, method and approach and the scheme of chapterization.

Chapter II indicates the pioneer work in the field of Comparative Education in different countries of the world. It reflects some of the world renown scholars like Kendel, Hans, Bereday and also Sir Michael Sadler and others who have done remarkable work in this connection. Their viewpoints and understanding regarding comparative education have been thoroughly discussed and
criticised. It provides a brief and critical review
and appraisal of some related studies and shows how
the present study contributes more or advances the
available knowledge further in the specific area
studied.

Chapter III presents educational setting of the four
countries under this study. This is essential in the
sense that it fosters and helps education grow and
develop. It describes in nutshell the land, the people,
the historical background, the national policy of
elementary education, the constitutional provisions and
lastly the aims of education of England, the U.S.A.,
the U.S.S.R. and India.

Chapter IV deals with the perspective of education,
particularly elementary education in terms of data
pertaining to percentage of students at various levels,
enrolment of pupils at the elementary school level,
number of teachers, educational finance and trends in
elementary education.

Chapter V describes at length the entire system of
elementary education and its organization in all the
four countries. The term organization is defined and
its application is explained thoroughly. This chapter
is exclusively devoted to the critical and descriptive
analysis of various features such as admission and duration, the curriculum, the teaching methods, the teaching staff, the examination system, welfare services, and the trends of elementary education in these countries. At the end of each analysis and description outstanding facts are pointed out in terms of concluding observations. The description given and analysis rendered at various points in this chapter will give a thorough and lucid picture of the comparative situations in all these countries.

Chapter VI traces and indicates the growth of administration of elementary education in these countries. It analyses various practices that exist and criticises the merits and demerits thereof. It covers under its range of descriptive analysis various pertinent issues such as the nature of educational administration, the constitutional basis of administration, the structure of administration, supervision and control, the executive functions at various levels, the financing of education and the problems of administration. The concluding observations given briefly at the end of each description are analytical and serve as highlights. This chapter thoroughly discusses various issues of administration in all the four countries under this study and
serves as a backbone to the entire structure of this investigation. It has clarified most points and contributed a lot towards providing a frame of reference.

Chapter VII the last one, intends to provide an outline to the directions for change and improvement in the structure of elementary education, its organization and administration in India. The best and most efficient procedures and practices of the advanced countries under this study are compared and passed through criticism and suggested or recommended for adaptation in India with modifications. Lastly, an image of the future of elementary school in India is sketched.