Chapter - 3

STRUCTURE OF SCHOOL ADMINISTRATION
SCHOOL ADMINISTRATION
(STRUCTURE)

THE CONSTITUTIONAL PROVISION

The seventh schedule to the constitution contains the lists of subjects: The Union List, The State List and The Concurrent List. With some notable exceptions education was in the State list. The item 11 of List I of the Constitution read as follows:-

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

But in 42nd amendment to the Constitution, Education was put on the Concurrent List in 1976. In spite of that the State has to shoulder a heavy responsibility in the field of education. The federal government has transferred its responsibility to state governments in order that they may perform their functions according to their interests, needs, capacity and traditions of the people.

SCHOOL ADMINISTRATION AT STATE LEVEL

Education is an important function of the State. To make proper arrangements for education is the responsibility of the state. The existence of state depends upon its citizens. Preparation of good citizens depends upon education. People are generally ignorant of the usefulness of education and that is why state has to take the responsibility of bringing its people within the fold of education, sometimes, through legislative measures. Durga Das Basu is right when he says, "a statute imposing
compulsory education is no encroachment on any fundamental right for no one has any right to remain ignorant". Thus, with the emergence of the State Haryana on 1st November, 1966, a full fledged Department of Education headed by Minister of Education was established.

DEPARTMENT OF EDUCATION

Department of Education in Haryana is head by a Cabinet rank minister. He is the person duly elected by the people and responsible to legislature of the state and council of ministers and its head i.e. Chief Minister. He may be assisted by minister of State or Deputy minister but at present Education Minister of Haryana has no such minister to assist him.* Sometimes it happens that the person to be given the portfolio of education, is himself not educated. But in Haryana for the last few years, whosoever is taking care of this portfolio of education, is highly educated which helps the minister to understand and formulate educational policies in a better way.

Table 3.1

Tenure and Educational Qualification of Ministers of Education

<table>
<thead>
<tr>
<th>Tenure</th>
<th>Minister of Education</th>
<th>Educational Qualification</th>
</tr>
</thead>
<tbody>
<tr>
<td>1987-88</td>
<td>Minister No. 1</td>
<td>B.A., LL.B.</td>
</tr>
<tr>
<td>1988-89</td>
<td>Minister No. 2</td>
<td>Prabhakar, M.A.</td>
</tr>
<tr>
<td>1990-91</td>
<td>Minister No. 3</td>
<td>B.A., LL.B.</td>
</tr>
<tr>
<td>1991-93</td>
<td>Minister No. 4</td>
<td>Prabhakar, M.A. B.Ed.</td>
</tr>
<tr>
<td>1993-96</td>
<td>Minister No. 5</td>
<td>B.A., LL.B.</td>
</tr>
<tr>
<td>1996</td>
<td>Minister No. 6</td>
<td>B.Ed., LL.B. M.A.</td>
</tr>
</tbody>
</table>

* As on date 25th September, 1998
It is well evident from the table 3.1 that all education ministers from 1987 onwards are well qualified e.g. in 1987 education minister of Haryana was double graduate, had done Bachelor of Arts and Law Graduation. In 1988-89 education minister of Haryana was a Postgraduate and had done Master of Arts. Thereafter in 1990-91 the minister was again double graduate. From 1991-93 the minister having the portfolio of education had done graduation in education and Master of Arts. Then 1993-1996 the minister holding the position was again double graduate. And from 1996 onwards present education minister holding this office is graduate in education, graduate in law and has got the degree of Master of Arts too. Thus it is quite clear that the ministers holding the portfolio of education in Haryana have been well educated.

The Education Minister has overall responsibility for all matters trivial or big, related to education in the State. He is responsible for formulating educational policies in consultation and cooperation with the cabinet and then implementing them, to promote education through private agencies and local bodies, to advise the legislature on enactment with bearing on educational matters and satisfy the legislature about the efficient conduct of the educational administration and last but not the least to evaluate the impact of the policies from time to time.

State education Minister has also to maintain constant liaison with the Minister of Human Resource Development (HRD) and other statutory and advisory bodies of the Ministry of HRD to get maximum support for the educational programmes in the State.
Fig. 3.1
Organisational Set-up of Education in Haryana

Chief Minister

Education Minister

Financial Commissioner and Secretary (Education)

Joint Secretary

Joint Secretary

Directorate of Higher Education

Directorate of Secondary Education

Directorate of Primary Education

District Education Offices

District Primary Education Offices

Sub-Divisional Education Offices

Block Education Offices

Colleges

Sr. Sec. Schools

High Schools

Middle Schools

Primary Schools

Pre-Primary Schools

Balwaries
If we examine the administrative function of the Minister we find that he is not able to devote much of his time for these activities because of being busy with political activities and lack of professionalism. Most of the ministers who have been allocated Education portfolio were not temperamentally suited for the job.

It was also pointed out by the Administrative Reforms Commission that there was a growing feeling among the public that most of the ministers lacked interest in efficient discharge of their administrative duties and did not possess the aptitude required for the purpose. The ARC in its Report on State Administration recommended that, "the head of the Council of Ministers (namely, the Chief Minister) should, in selecting his colleagues, give special attention to consideration of political stature, personal integrity, intellectual ability and capacity for taking decisions and sustained application to work. Further, in assigning a Portfolio, due regard should be paid to the aptitude and capacities of an incumbent." The suggestions of ARC must be accepted by the Chief Ministers to bring about innovations in political leadership.

Besides the official structure the Minister of Education is benefited by the advice of statutory and advisory agencies like Board of School Education, State Advisory Board of Education, State Council of Educational Research and Training (SCERT), Sahitya Academy, State Council of Higher Education, State Council of Higher Educational Research and Training, etc. These agencies provide help to the Minister through expert advice free from politics but based on deliberations and discussions on various issues.
The Minister of Education is assisted by three tier (level) administrative structure to work efficiently and effectively. Haryana follows three tier (level) structure in education as given below:

i) Top Management Level;

ii) Middle Management Level;

iii) Lower Level of Management.

i) **Top Management Level**

Top management level consists of administrators at the highest level in the management hierarchy. Generally, this level consists of officers like Education Secretary and Joint Education Secretary. The activities of this level mainly centre around establishing overall long-term goals of education and ways of suggesting alternatives to attain these goals. The officers at this level are also concerned with maintaining liaison with the Central Government and other outside establishments.

ii) **Middle Management Level**

This level generally consists of officers like Director School Education, District Education Officer and Sub Divisional Education Officer etc. The main functions performed by this level of administrators are to establish linkage between the top and the lower level of management. They transmit orders, suggestions and decisions downwards and carry the problems and suggestions upwards. Besides, this level explains and interprets the policy decisions made at the top level to the lower level. They also issue the detailed instructions to lower level of management and co-ordinate the activities of various units and divisions.
within the same department. The other important tasks involve taking
departmental decisions and inspiring the lower level administrators
towards better performance.

iii) **Lower Level Management**

The lower level of management consists of first line managers and principals
in senior secondary schools and headmasters in high schools. They remain directly
in touch with the teachers, students, parents and other officials. This level is
entrusted with the task of getting work done by operatives which include teachers,
students and the administrative staff who actually do the work. They assign
different jobs and tasks to subordinates and report their problems and suggestions
to the higher level. These managers are also responsible for planning and
implementing day-to-day activities and programmes pertaining to education and
administration in their respective institutions.

**SECRETARIAT OF EDUCATION (ADMINISTRATIVE HEAD)**

The Secretariat of Education in Haryana is headed by a senior IAS
officer called Educational Commissioner. Educational Commissioner is
appointed by State government from time to time in consultation with
Minister of Education.

Though we call IAS officers as permanent bureaucrats and the
Ministers as temporary bureaucrats but IAS officers are also as temporary
as are ministers in regard to their stay in a particular department. It is
clearly indicated by the following table.
Educational Commissioner is the Administrative Head of the department.

The table 3.2 on the next page indicates that in a approximately one year (21.5.96 to 26.8.97) seven officers were given the charge of Secretary of Education.
Table 3.2

Tenure of Secretariat of Education Haryana, Department of Education

<table>
<thead>
<tr>
<th>S.No.</th>
<th>Tenure</th>
<th>Working days (approx.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Officer No. 1</td>
<td>21.5.96 - 20.8.96</td>
<td>90</td>
</tr>
<tr>
<td>Officer No. 2</td>
<td>20.8.96 - 19.9.96</td>
<td>29</td>
</tr>
<tr>
<td>Officer No. 3</td>
<td>19.9.96 - 31.1.96</td>
<td>132</td>
</tr>
<tr>
<td>Officer No. 4</td>
<td>31.1.97 - 31.3.97</td>
<td>57</td>
</tr>
<tr>
<td>Officer No. 5</td>
<td>31.3.97 - 19.6.97</td>
<td>80</td>
</tr>
<tr>
<td>Officer No. 6</td>
<td>19.6.97 - 22.8.97</td>
<td>64</td>
</tr>
<tr>
<td>Officer No. 7</td>
<td>22.8.97 - 26.8.97</td>
<td>4</td>
</tr>
<tr>
<td>Officer No. 8</td>
<td>26.8.97 -</td>
<td></td>
</tr>
</tbody>
</table>

Education is a sensitive issue and needs careful planning. How can any person however learned and efficient he/she may be, can become conversant with the problems of the department under his charge in such a short interval of time as 4 days, 29 days or 57 days. This rate of shuffling is too high to enable an officer to make and evaluate the educational policies. His stay in the office for a reasonable period is both essential and desirable. It is, therefore, suggested that one person should be given the charge for at least three academic years to see the outcome of those policies.

Generally, Educational Commissioner is assisted by a Joint Secretary or Deputy Secretary. But at present Educational Commissioner is not
assisted by any joint or deputy secretary. He is assisted by a special secretary who is a senior IAS, whose rank is equivalent to that of Commissioner and two Under Secretaries who are of the H.C.S. Cadre. *

All the policies regarding 'Education' are closely examined here before sending them to the Education Minister. Being the Administrative Head of the Department of Education, he performs all POSDCORB functions like

**Planning** : Planning the educational policies and all establishment matters of the state cadre training personnel.

**Organising** : Organising setting up of libraries, nationalisation of school text books.

**Staffing** : Staff conditions of service and rules regarding the appointment are made by him.

**Directing** : Directing the seminars, conferences and meetings with the Government of India and other bodies.

**Coordinating** : Coordinating activities between Ministry of Education and directorates of Education and coordinating the policies and programmes, supervision and control over their execution.

**Reporting** : Reporting and reviewing annual administrative reports of the department.

**Budgeting** : Budgeting and controlling of expenditure in all policy matters in respect of education including fixture of fees and other funds.

* As on date 26th September, 1998
Directorate of Education is called executive agency where policies formulated at secretariat level are executed. Till 1980 there was only one directorate of education but in 1980 it was bifurcated into Directorate of Higher Education and Directorate of School Education.

In 1989 due to heavy volume of work and inaccessible span of control Directorate of School Education was further bifurcated into Directorate of Primary Education and Directorate of Secondary Education.

**Fig. 3.3**

*Bifurcation of Directorate of Education*

At present there are three directorates working for education in Haryana.

I) Directorate of Higher Education

II) Directorate of Secondary Education

III) Directorate of Primary Education
I) DIRECTORATE OF HIGHER EDUCATION

The Directorate of higher education deals with matters related to colleges, vocational studies, informal education and universities etc. (not within the scope of this research).

II) DIRECTORATE OF SECONDARY EDUCATION

The Directorate of Secondary Education deals with the matters concerning from class 6th to class 12th of government, government aided and recognised schools of Haryana.

Table 3.3

Tenure of Directorate of Secondary Education

<table>
<thead>
<tr>
<th>S.No.</th>
<th>Tenure</th>
<th>Working days (approx.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office No. 1</td>
<td>19.9.89 - 12.7.90</td>
<td>300</td>
</tr>
<tr>
<td>Office No. 2</td>
<td>12.7.90 - 15.7.90</td>
<td>95</td>
</tr>
<tr>
<td>Office No. 3</td>
<td>26.10.90 - 2.4.91</td>
<td>96</td>
</tr>
<tr>
<td>Office No. 4</td>
<td>4.4.91 - 2.7.91</td>
<td>88</td>
</tr>
<tr>
<td>Office No. 5</td>
<td>2.7.91 - 5.7.93</td>
<td>730</td>
</tr>
<tr>
<td>Office No. 6</td>
<td>5.7.93 - 6.7.94</td>
<td>365</td>
</tr>
<tr>
<td>Office No. 7</td>
<td>7.7.94 - 3.9.96</td>
<td>790</td>
</tr>
<tr>
<td>Office No. 8</td>
<td>18.9.96 - 10.4.97</td>
<td>205</td>
</tr>
<tr>
<td>Office No. 9</td>
<td>11.4.97 - 11.7.97</td>
<td>90</td>
</tr>
<tr>
<td>Office No. 10</td>
<td>14.7.97 -</td>
<td></td>
</tr>
</tbody>
</table>
The Directorate is headed by a member of Indian Administrative Services. This is the major problem here too that they are transferred from one department to another very frequently.

The table 3.4 clearly indicates that continuity of the seat was interrupted several times e.g. Office No. 2 was given the charge of Directorate of Education for 95 days, Office No. 3 was given the charge for 96 days and Office No. 4 for 88 days. This shuffling of portfolio is not in the interest of execution of policies because they fail to show the desired results. It is therefore, suggested that the portfolio of Directorate of Education should be given for longer period to a person as to Officer No. 9 who remained Director of Education from 07/07/94 to 03/09/96 for approximately 2 years.

The Director of Secondary Education is assisted by various Joint and Deputy Directors but some times seats remain vacant for several months. Moreover the number of seats is not fixed and keeps on changing according to the needs. From 1970 onwards the post of Joint Director is filled by the Senior most educationist to have a better practical view of the educational situation in the state.

The main functions of the Director of the Secondary Education is to make rules and regulations of appointment, transfer, promotion and establishment of Non-Gazetted employees that includes teachers and class III and Class IV employees.* Director of Secondary Education deals with day to day functions like holiday, loan etc. of class I to class IV employees but appointment of class I and class II officers is not in the hands of Directorate. It is done by the Secretariat.

* Class I and Class II and principals of Government Aided Schools - rules and regulations related to them are made by Secretariat.
III) DIRECTORATE OF PRIMARY EDUCATION

Directorate of Primary Education deals with the education up to 5th class of government, government aided and recognised schools.

Fig. 3.4

Directorate of Primary Education
The directorate is now a days headed by a member of Indian Administrative Services. Till 1994 it was headed by the senior most member from the State Education Services but after that, IAS officers started being appointed on this seat.

**Table 3.4**  
*Tenure of Directors of Primary Education*

<table>
<thead>
<tr>
<th>S.No.</th>
<th>Designation</th>
<th>Tenure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Officer No. 1</td>
<td>H.E.S.</td>
<td>30.12.88 - 2.12.91</td>
</tr>
<tr>
<td>Officer No. 2</td>
<td>H.E.S.</td>
<td>24.12.91 - 30.6.94</td>
</tr>
<tr>
<td>Officer No. 3</td>
<td>IAS</td>
<td>6.7.94 - 21.5.96</td>
</tr>
<tr>
<td>Officer No. 4</td>
<td>IAS</td>
<td>31.5.96 - 24.7.97</td>
</tr>
<tr>
<td>Officer No. 5</td>
<td>IAS</td>
<td>25.7.97 -</td>
</tr>
</tbody>
</table>

The table 3.4 shows that when the Directorate of Primary Education was separated from the Directorate of Secondary Education. Till 1994 it was headed by the member of Haryana Educational Services. But in 1994 an I.A.S. was appointed as the Director and thereafter I.A.S. was given the portfolio of Director of Education. The Director is assisted by a Joint Director and three Assistant Directors to look after the Primary School Administration.*

The Director deals with all aspects of Primary Education including prescribing books and curriculum for classes upto 5th. He provides help in the day to day activities carried out by the field agencies like District Primary Education Officers.

* In this directorate there is no post for Deputy Director.
SCHOOL ADMINISTRATION AT DISTRICT LEVEL

Administration cannot be run by sitting in an air conditioned office at the top and by framing policies and executing them from there only. For running a smooth administration some powers have to be delegated to field agencies at local level which have direct contact with the people concerned and some powers have to be retained with headquarters.

In Indian Administrative jargon, headquarters is synonymous with the Secretariat, and the term field refers to the attached and subordinate officers. It is no less true in the case of education administration at state level. Secretariat of education works as headquarters and directorates work as field agencies for it. But when education administration at district level is viewed, the directorates at state level work as headquarters and offices of district education officers, sub divisional education officers, district primary education officers and block education officers work as field agencies in the district.

In the last few years the Directorate of Education in the state of Haryana has expanded very considerably in response to the expansion of educational facilities at the school stage in general and at the senior secondary stage in particular. There has been no adequate delegation of authority to lower levels, and the district education officers in particular continue to be weak. In fact, no feature of the State Educational Administration is so conspicuous as the wide gap between the heavy responsibilities which are placed upon district level officers and inadequacy of staff on one hand and their powers on the other. They are
held responsible for maintaining academic standards of all the schools which fall in their jurisdiction. Besides, they are not assigned any leadership functions in a district but are regarded as implementing authority of the governmental decisions.

In fact, they have to perform multifarious duties in different capacities. As in charge of all the schools, they are expected to be responsible for the effective working of the schools placed under their control, to supervise all officers including principals and other officers subordinate to them. They are expected to have a full and accurate knowledge of the educational circumstances and conditions of every locality within their jurisdiction, advise and assist heads/teachers in all the matters relating to school management, conduct inspection of schools, associate themselves with external agencies for the advancement of education in general and to supervise the financial matters and submit periodical reports to the superiors.

In this context, it is necessary to emphasize the importance of the District Education Officer and his establishment at the district level. **DISTRICT EDUCATION OFFICER**

District Education Officer is always a member of the Haryana Education Services. Any Sub Divisional Education Officer or Principal of government school can also be promoted as District Education Officer. Being the most prestigious and the highest post of school education in the entire district it is also not saved from the problem of frequent transfers.
**Table 3.5**

Tenure of District Education Officers of Kaithal

<table>
<thead>
<tr>
<th>S. No.</th>
<th>Tenure</th>
<th>Working days (approx.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Officer No. 1</td>
<td>7.5.90 - 30.6.90</td>
<td>53</td>
</tr>
<tr>
<td>Officer No. 2</td>
<td>6.7.90 - 26.7.90</td>
<td>20</td>
</tr>
<tr>
<td>Officer No. 3</td>
<td>27.7.90 - 21.7.91</td>
<td>24</td>
</tr>
<tr>
<td>Officer No. 4</td>
<td>22.8.91 - 22.10.92</td>
<td>425</td>
</tr>
<tr>
<td>Officer No. 5</td>
<td>22.10.92 - 17.10.94</td>
<td>725</td>
</tr>
<tr>
<td>Officer No. 6</td>
<td>27.10.94 - 15.12.94</td>
<td>58</td>
</tr>
<tr>
<td>Officer No. 7</td>
<td>16.12.94 - 22.5.95</td>
<td>156</td>
</tr>
<tr>
<td>Officer No. 8</td>
<td>22.5.95 - 12.7.95</td>
<td>50</td>
</tr>
<tr>
<td>Officer No. 9</td>
<td>12.7.95 - 31.7.97</td>
<td>750</td>
</tr>
<tr>
<td>Officer No. 10</td>
<td>7.8.97 - 31.12.97</td>
<td>83</td>
</tr>
<tr>
<td>Officer No. 11</td>
<td>31.12.97 - 6.5.98</td>
<td>157</td>
</tr>
<tr>
<td>Officer No. 12</td>
<td>6.5.98 -</td>
<td></td>
</tr>
</tbody>
</table>

This is well evident from table no. 3.5 that very few education officers were given the charge of the seat of Distt. Education Officer for a handsome period e.g. Officer No. 4 for 425 days, Officer No. 5 for 725 days and Officer No. 9 for 750 days. Rest of them were transferred so quickly e.g. Officer No. 1 was given the charge of District Education Officer only for 53 days, Officer No. 2 for 20 days, Officer No. 3 for 24 days, Officer No. 6 for 58 days, Officer No. 8 for 50 days and Officer No. 10 for 83 days. Officer No. 7 and Officer No. 11 were a little better
with 156 and 157 days respectively at that seat. Now Officer No. 12 has also transferred and D.P.E.O. Kaithal is given additional charge of D.E.O.* This time span is still too short to know the quality and quantity of the entire district's School Education.

The jurisdiction of D.E.O. covers the entire district's education. He supervises senior secondary schools directly and high and middle schools through sub divisional education officers.

The main functions of the D.E.O. are appointment, dismissal of District cadre teachers, grant of loan from General Provident fund, appointment of teachers on adhoc basis, grant of recognition to senior secondary schools, posting and transfer of teachers during general transfers. Last but not the least he has to attend all the meetings and the enquiries made by the D.C., A.D.C., Directors of Education etc.

The District Education Officer also has the authority to decide the cases of privately managed schools (Security of Service Act 1971) and pursue court cases in respect of them, under section CPC, civil suits arising out of arrears of pay, vacation of illegally occupied land and building and criminal cases including cases of forgery and assault.

Of all the various functions of the D.E.O. supervision of schools takes top most priority. Supervision is a compound of two words 'super' and 'vision'; means superior power of perceiving. It means 'overseeing' or superintending the work of others. Supervision should be distinguished from inspection and investigation though the latter are the

* As on 7th October, 1998
tools of the former. Inspection is to check compliance with instructions and investigation is to deter or detect wrong doing.

The district education officer performs all the three functions of supervision, inspection and investigation. Inspection and supervision play a vital role in 'improving the quality of education'. That is why there is a provision for annual visit and surprise visit by D.E.O. to every senior secondary school in the district whether government, government aided or recognised.

During annual visit each and every little matter regarding school administration like number of teachers present, absent without prior information, whether teacher is or is not there in the classroom, presence of the students, uniform of the students, whether note books are checked up to date or not, syllabus being done or not, games and curricular activities are available or not, discipline, overall cleanliness, use of the funds for prescribed heads, proper arrangement of water and toilet facilities, condition of building etc. Normally it takes a day or two to carry out the annual inspection of the school.

During surprise visit the main aim is to see whether each class has a teacher or not, and secondly whether any teacher is absent without any prior information to the school authorities.

The work of the Education Officer also involves making performance appraisal of teachers and schools which include the present strength of the qualified teachers in the school, the state of school building, accuracy in the maintenance of accounts and records, looking into the observance of departmental rules and regulations, curriculum and syllabus followed.
by the school, proper utilization of grants by private schools and the protection of rights of teachers serving in the schools.

During the research, it was observed that each education officer at district level has to supervise a good number of schools. The table below highlights the span of control of education officers of District Kaithal.

**Table 3.6**

**Number of Schools to be supervised by**

**District Education Officers : Kaithal**

<table>
<thead>
<tr>
<th>S. No.</th>
<th>Designation</th>
<th>Area</th>
<th>No. of Schools to be supervised</th>
</tr>
</thead>
<tbody>
<tr>
<td>Officer No. 1</td>
<td>D.E.O.</td>
<td>Kaithal</td>
<td>34 (Senior Secondary)</td>
</tr>
<tr>
<td>Officer No. 2</td>
<td>S.D.E.O.</td>
<td>Kaithal</td>
<td>95 (70 High + 25 Middle)</td>
</tr>
<tr>
<td>Officer No. 3</td>
<td>S.D.E.O.</td>
<td>Guhla</td>
<td>26 (14 High + 12 Middle)</td>
</tr>
<tr>
<td>Officer No. 4</td>
<td>D.P.E.O</td>
<td>Kaithal</td>
<td>379 (Primary)</td>
</tr>
<tr>
<td>Officer No. 5</td>
<td>B.E.O</td>
<td>Kaithal</td>
<td>63 (Primary)</td>
</tr>
<tr>
<td>Officer No. 6</td>
<td>B.E.O</td>
<td>Guhla</td>
<td>106 (Primary)</td>
</tr>
<tr>
<td>Officer No. 7</td>
<td>B.E.O</td>
<td>Rajound</td>
<td>42 (Primary)</td>
</tr>
<tr>
<td>Officer No. 8</td>
<td>B.E.O</td>
<td>Kalayat</td>
<td>51 (Primary)</td>
</tr>
<tr>
<td>Officer No. 9</td>
<td>B.E.O</td>
<td>Pundri</td>
<td>83 (Primary)</td>
</tr>
</tbody>
</table>

Table 3.6 shows that each education officer has to supervise a number of schools. D.E.O. Kaithal has to supervise 34 Senior Secondary Schools directly and 121 high and middle schools with the help of Sub-Divisional Education Officer of Kaithal Division and Ghula Division. D.P.E.O. Kaithal has to supervise 379 primary schools of the entire district. To help him district
Kaithal is divided into 5 blocks. Each block has an individual block educational officer. Each Officer individually supervises 63 schools of Kaithal Block, 106 schools of Guhla Block, 42 schools of Rajaund Block, 51 schools of Kalayat Block, and 83 schools of Pundri Block.

The State Institute of Education, Gujarat conducted a research to study the problems of supervision and found that the quantum of supervision was to be lessened so that the supervisors were able to do justice regarding academic guidance to the teachers and headmasters.6

In Haryana, the education district is co-terminus with the revenue district. Accordingly, the jurisdiction of the D.E.O. covers the secondary education of the entire district. Each district has a different size and population which determines the amount of work a district education officer has to perform.

Sharma B.D. studied Educational Administration in India and it was found that districts were uneven in size which caused great disparity in the work of divisional officers.7

Thus, it is suggested that each education officer may have a similar and limited span of control of schools for efficient functioning.

In addition to a wide span of control, district education officers face numerous administrative problems. During informal discussions with Directorate and District level staff, the researcher found problems under following heads.

1. **Problems Related to Principals**

   It is vital administrative problem area for the education officers.
The district education officers perceived a number of administrative difficulties faced by the school principals which included their unfamiliarity with school procedures, insufficient powers, their dictatorial and undemocratic attitude towards parents and students, demand for decentralisation of powers.

As per the existing rules, half of the vacated seats for school principals are filled through promotion and half from the fresh recruitment. Neither those principals who are promoted nor freshers are given any type of in-service training in administrative or financial matters to work efficiently on that seat. As a result, majority of them remain ignorant about the official procedures, the knowledge of which is very essential particularly for the new principals, said the education officers.

It is the principal who is the crucial directive figure in the school - his/her formal leadership behaviour and effective managerial skills should never be underestimated and should be continuously strengthen up by the training programmes. The department should make adequate arrangements for providing them comprehensive training in different areas of school administration. Since the principal have to deal with different groups of people such as teachers, students, parents, community members, they should be adequately trained in personnel management and human relations. It will help them to deal with the different groups of people more efficiently.

2. **Problems related to school teachers and their unions**

Issues concerning school teachers were considered important by the
education officers of district Kaithal. Numerous difficulties attributed to private tutions given by the teachers, inadequate maintenance of pupil funds by the teachers, lack of interest in teaching work, insubordination and unwillingness to work in rural areas were perceived by the District level officers. It is also found that students coming from low socio economic status families, teachers could not do much to improve their academic results.

Giving private tutions by the teachers has been perceived as major problem by the education officer. In fact, giving private tutions at the cost of classroom teaching is neither required nor justified. The department should take strict and stern steps to curb this ever increasing menace of private tutions.

Since the teachers are overburdened with the teaching work, they should not be given non-teaching assignments as far as possible and such work should be given to the office clerks. But there is a acute shortage of clerks in most of the schools leaving work for teachers. The Directorates perceived that teachers usually complain that in rural areas they find poor stuff of students as compared to the city schools, hence they shirk going to these areas. In this regard, it is suggested that the department may make it compulsory for all the teachers to work for at least two years in the rural areas.

Interference of teachers unions is considered to be a vital problem as these unions generally fight strongly for the cause of welfare of the teacher community. In the present study, the education officer at the
directorate level did not perceive any serious administrative problems caused by the teachers unions. However at the district level one of the officers observed that these unions act as hurdles in taking departmental action against the erring teachers. It is suggested that the action against such teachers should always be taken with caution and care because these unions try to stop the action taken by officers. If possible, the officers should warn the teacher concerned before taking any strict action against him or her.

3. **Problems pertaining to Office Staff**

During informal discussion education officers at the district level Kaithal told the researcher that they perceived a number of difficulties concerning the office staff. In their opinion, majority of the staff members were inexperienced, irresponsible and inactive in performing varied types of day-to-day assignments. They were not progressive in their outlook, believed in delaying tactics, and were just doing clerical work. Shortage of clerical staff was perceived as a common administrative problem by all the education officers in the present study.*

Since office staff is an integral part of the whole educational machinery, it is important to enhance their efficiency and skill because the style of working and level of efficiency of the staff largely reflect the image of the education officers. It is, therefore, suggested that the authorities concerned should develop a sound and systematic method of

*S.D.E.O. Kaithal told the researcher that 2 seat for assistants has been lying vacant in the office for the last one year. (as on 6th October, 1998).
appointing administrative staff to have better results. The department should also make special arrangements for providing necessary training in office procedures to all the staff members. Apart from these, they should be made familiar in using suitable methods for doing their work effectively and efficiently.

4. **Problems related to Class -IV employees and their unions**

The issues concerning Class IV employees in the schools appears to be yet another areas perceived seriously by the education officers of district Kaithal. It was noticed by the officers that most of the Class IV employees were not much educated, as a result they did not know their job requirements and they are rude towards their seniors. Sometime it has been also observed that they were shirkers and slow in performing their assignments.

The education officer at the directorate level observed that there was acute shortage of post of Class IV employees like peons, sweepers, chowkidars etc. One post of sweeper in a school* is inadequate as he cannot sweep all the rooms of a school, remarked the Directorate. He suggested that the posts of peon-cum-chowkidar or sweeper-cum-chowkidar should not be there. It creates problem of fixing the responsibility and cause confusion in their duties. It is therefore suggested that department should appoint a sufficient number of class IV employees in the schools so that they can perform their jobs accurately. They should

*School, whether it is having a population of 1000 students or less than 500 has no concern with the number of post of class-IV employees.
not be overburden due to shortage of staff and should not be misused for non-official purpose. Moreover, since majority of these employees belonged to low income group, the officers should understand the nature of their family background and should have sympathetic attitude towards them. Their problems should be understood. Even after all this if they continue to misbehave, disciplinary action should be taken against them.

Problems arising due to interference of employee unions though is regarded as quite serious for the management but in the present study the education officers felt that these unions did not pose any serious difficulties to them. The only difficulty which they faced was that these unions sometime supported the cause of bad elements. This is a serious issue and often lead to conflict between the authorities concerned and the employee unions. In this regard, it is suggested that the education officers may have sympathetic attitude towards the employees. They should make the leaders of the employee's unions understand the limitations of the administration also. Moreover, the authorities should always think in terms of employees welfare and in turn, the employees should also develop similar outlook towards the authorities.

5. **Problems related to parents and community**

The viewpoint of education officers at the district level regarding community involvement in school affairs was that there was a craze amongst the parents, for admission of their children in selected urban area government schools. Thus district level education officers are always approached by the parents to get the seats for their ward in urban area
government schools.* On the other hand, the Directorate perceived no problems in this regard. Rather, he appreciated the helpful attitude of parents and community. He observed that the parent-teacher associations helped in solving many school related problems and in overall development of the students. Parent-teacher association brings together parents and teachers in agreeable activities. Parents are always concerned about the standards in individual schools and therefore, their sole aim is to help school authorities to maintain and improve that standard.9

It is important that the parents should realise their duty towards their children and work so that their children gain the maximum possible benefits from school education. Parent-teacher association foster in the community the idea that school belongs to community and therefore the latter should take keen interest in its welfare. The PTA will certainly help solving some problems of each school even if it is not in the position to solve all of them.10 The helpful approach of the parents and community should be maintained as it is necessary for the smooth functioning of the schools and the district and directorate offices.

6. **Financial Problems**

Inadequate funds for buildings, furniture and other equipment and procedural delays in release of funds have been perceived by the education officers as the financial difficulties encountered by the senior secondary schools of district Kaithal.

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* During the research it was found that Government boys school and Government girls school of district Kaithal were overloaded with the strength of 1700 and 1900 respectively in the session 1998-99. While the other government schools of district Kaithal which were situated in rural areas were not even full to their capacity.
It is presumed that these problems would become more serious due to ever increasing rush of students in the schools. Thus, it is suggested that adequate funds should be allotted to the schools to meet their physical and other requirements. It can be in the shape of more central grants and state grants for education, donations by society or cooperation from Parent Teacher Association etc.

If we take a look on percentage of plan expenditure on secondary education from 1950 to 1997 we will find that it was only 13% in the first five year plan (1951-56), 19% in second five year plan (1956-61), 18% in third five year plan (1961-66), 16% in plan holidays (1966-69), 18% in fourth five year plan (1969-74), 17% in fifth plan (1979-79), 21% in sixth plan (1980-85), 24% in seventh plan (1985-90), 22% in plan holidays (1990-92) and 18% in eighth plan (1992-97) of the total expenditure on education.\textsuperscript{11} And thus it may be suggested that more and more money should be spent on secondary education to enhance quality education to the masses.

7. \textit{Problems related to Inspection and Supervision}

Supervision & inspection of schools was perceived as a very serious problems by the education officers at the district and directorate levels. The officers at the district level said that inspections of schools could not be done regularly owing to lack of proper inspection team in DEO's office, scarcity of time, inadequate powers, and shortage of adequate transport facilities*. The education officers who have to perform

* S.D.E.O. Kaithal told the researcher that there was only one jeep which was under the control of D.E.O. So it was difficult for them to visit remote areas without their own conveyance. Moreover government buses run on their fixed routes and do not go deep into the villages where the schools are located.
multifarious duties, do not find sufficient time to undertake supervisory jobs properly. As a result, an area which should be given the highest priority seems to be the most neglected aspect of their administrative work. It is found that 2/3 of the time of District Education Officers passed in attending meeting and enquiries, they could not undertake the inspection of schools regularly. The Directorate considered inspection and supervision of schools as the main difficulty due to the fact that there was no such wing in the department. The accountability and responsibility of the school principals and teachers cannot be judged, if the department does not have a separate inspection wing or sufficient staff at its disposal.

On the other hand, the administrative and supervisory powers are also largely centralised. It seems that the system of monitoring and supervision has by and large become outdated and ineffective in the city schools. The department can appoint one education officer with team of subject experts to streamline and strengthen the work of supervision.

They felt that since the staff was less they were overburdened with different administrative assignments and did not find enough time for supervision and inspection work. It is felt that the department should provide adequate number of education officers or their work load should be reduced so as to enable them to undertake their supervisory role more efficiently.

8. **Problems concerning development activities**

Development is a life long process. It is impossible to say that particular school is fully developed because with advances in science and technology there is always a need for even a fully developed school
to upgrade its facilities. But sometimes due to certain constraints
development is hampered. The officers at the district level felt that they
had very little powers to sanction any development projects in the schools.
Moreover, they did not have enough feedback from the heads of the
schools regarding the existing facilities and the facilities required by the
schools. They also felt that the officials procedures were very time-
consuming.

In the opinion of the officers educational development was possible
if sufficient funds were allocated to the schools for development and new
projects. There is a need to delegate more powers to these officers and
also to urge the principals to send the requisite feedback.

9. Problems relating to Appointments

The analysis of data reveals that the appointment and promotion
matters has emerged as a significant administrative difficulty as perceived
by the education officers at the district and directorate levels. According
to them the growing number of court cases pertaining to recruitment and
promotions. There were problems at promotion of almost every cadre.
As a result, the department is not in a position to promote teachers for
higher posts. A number of vacancies are lying vacant in the schools for
quite a long time. If the process of new recruitment and promotions
remain suspended for long period, it would result in stagnation and
frustration among the teachers which could adversely affect the teaching
learning process. Keeping in view the magnitude of the problem,
education officers at both the levels and other higher authorities should
formulate new policies to overcome flaws in the present system.

10. **Problems pertaining to maintaining balance between qualitative and quantitative education**

Problems relating to maintaining balance between quality and quantity in education is the most difficult one. It elicited sufficient response from the education officers at both the levels. They considered poverty and illiteracy of the parents, mass migration of students from rural to urban areas, shortage of staff, lack of infrastructural facilities, inadequate and weak inspectorate cadre, inadequate supply of data and lack of initiative on the part of the principals, as the important factors which stand in the way of bringing qualitative and quantitative improvements in education. They also realised that there was difference in quality of education imparted in schools located in the urban and rural areas. Mass migration of students to urban area schools led to overcrowding of government schools in urban areas. It is, therefore, very essential to maintain proper balance between the qualitative and quantitative aspects of education in the emerging socio-economic scenario.

An effort has been done under the NPE (1986) in which one Nayodaya Vidyalaya was to be setup in every district for the children who are potentially high achievers regardless of their socio-economic or rural-urban background. According to a survey made in 1989 on Nayodaya Vidayala 40.7% of students belonged to families below the poverty line. 16% of the students were first generation learners.12
There are many other issues which can be easily tackled by the authorities concerned such as weakness of inspectorate cadre, shortage of staff and infrastructural facilities. However, problems like poverty and illiteracy of the parents and migration of illiterate masses from the rural to urban areas are serious, for which the government should initiate some concrete programme of action. The school principals should be encouraged to take initiatives.

The education officers were further asked to give their suggestions for improving the existing pattern of school administration of district Kaithal. They gave the following suggestions:

• Decentralisation of powers at the directorate and district levels.
• Allocation of more funds for infrastructural aspects.
• Involvement of principals and subordinate officers in the decision-making process.
• More access to new information technology and new teaching aids.
• Making in-services training mandatory for principals and education officers.
• Reduction of teacher-pupil ratio to 1:40.
• Filling-up of all vacant posts lying in the education department.
• Allocation of more posts of class-IV employees in the schools.
• Quick implementation of reports of commissions and committees.

The above suggestions should be taken into consideration and adopted as far as possible by the concerned authorities for the smooth flow of school administration. Moreover, monthly meetings may be
organised for the purpose of eliciting the views of different categories of teachers and educational administrators to improve the feedback process.

REFERENCES
5. Ibid, p. 185.