CHAPTER IV

ADMINISTRATIVE SET-UP AT THE CIRCLE, DISTRICT AND BLOCK LEVELS

There is usually an intermediate tier between the districts and the directorate. The regional administration is under the charge of a deputy director as he is called in U.P., Divisional Inspector or Superintendent as he is called in some other states. He is supposed to coordinate the effort of the district officers in the region so that wasteful expenditure may be avoided and efficiency is assured. The state of Punjab has been divided into two educational circles, namely Jullundur and Patiala with circle headquarters at Jullundur and Nabha respectively. A circle is under the administrative control of the Circle Education Officer, (P.E.S.I.) who is primarily responsible for general supervision and administration of school education in the circle. He supervises a sample of high and higher secondary schools and teacher training schools. He approves the appointment of teachers in privately managed and state aided high/higher secondary schools. He can make appointment of teachers and block education officers, on a temporary

1. The State of Maharashtra, for instance has been divided into five regions and each region is under the charge of a Regional Deputy Director of Education. In Orissa, the State has been divided in seven circles, each under the charge of a Circle Inspector of Schools. The States of Andhra Pradesh, Assam and Gujarat have no regional set up. The number of educational districts in Punjab, Bihar, Assam, Rajasthan, Uttar Pradesh, Gujarat and Maharashtra is co-terminus with that of the revenue districts.
basis, and controls their inter-district transfers. He sanctions grants to high and higher secondary schools and countersigns TA/DA and other bills of the supervisory staff subordinate to him. Each circle education officer is assisted by two or three deputy circle education officers (P.E.S. Class II), two assistant circle education officers (Class II) and the establishment officer (Class II) in his professional work. In the ministerial work he is assisted by the office superintendent and other technical and non-technical staff.

There is a controversy going on these days about the exact nature and scope of this intermediate tier. Those who favour the status quo point out that there are a number of schools in the division and the directorate being remote from the locale of policy implementation, there is the need of an officer who is intimately aware of the problems of the region. Some of the district education officers are young and inexperienced, and need the advice and guidance of a senior and experienced officer. Further, he can bring, if need be, desirable decentralisation in the powers and thus reduce the pressure of work on the secretariat. On the other hand, those who oppose this arrangement call the circle office as mere 'post office' and a bottleneck between the directorate and district education officers. After the reorganisation of the education department, the centre of gravity has shifted from the circle to the district. The circle now does not remain the fulcrum around which the field administration of the department moves. In order to ensure
expeditious disposal and to reduce unnecessary work or delay, in most of the cases the district education officers have been given powers to correspond directly with the directorate. The circle education officer is, however, kept informed in all important matters by endorsing to him a copy of the communication. After the implementation of the recommendations of the Report on the Field Reorganisation of the Punjab Education Department, the circle education officer has been called upon to play a more meaningful role. He provides the necessary guidance, help and supervision to the juniors, without trying to prove a bottleneck and does not act as a spoke in the efficient and smooth functioning of the machinery at the district level.

District Education Officers

District is a strong unit of educational administration and is headed by a district education officer who is assisted by a number of deputies according to the number of middle/high and higher secondary schools in the district. One of the deputies is necessarily required to be a woman unless the district education officer herself is a woman. In 1956, government classified various offices, at the headquarters as well as at the field level, but the subordinate offices of the education department, at the divisional as well as district level, continued to remain as 'C' class offices.

The post of the district education officer in some of the states is in the Provincial (State) Educational Service Class II and in others in Class I. In some states, however, some of the posts of district officers are in Class II and some in Class I. The system of promotion from Class II to Class I on the basis of seniority-cum-merit from the teaching and inspecting ranks is common in all the states, but there is a wide variety in regard to direct recruitment. In Gujarat and Maharashtra, there is the provision for as much as 75 per cent open market recruitment to the post. There is no direct recruitment to the post of district education officers in Kerala. In case of union territories, the number of officers being small, posts are usually filled by promotion, failing which by deputation from states. In most of the states, the post is filled partly by departmental promotion and partly by direct recruitment, the proportion being 60:40. In some states like U.P., there has been recruitment of district education officers, in PES Class II, from amongst freshers with first class academic career without insisting on the training degree/diploma, the upper age limit being 24 or so. In Punjab 50% of the posts of such officers are filled by promotions from the school cadre and college cadre PES Class II while 3 the remaining posts are open to direct recruitment. For the purpose of direct recruitment, the following qualifications are laid down:

3. It is, however, to be noted that no direct recruitment has been done so far.
Essential

(i) M.A. degree in the Arts/Science subjects

(ii) Seven years experience of inspection or/and education administration as District/Deputy Divisional Inspector/Inspectress/Headmaster/Headmistress or senior lecturer in a college.

Preferential

(i) B.T./B.Ed/M.Ed.

(ii) Aptitude for administration

(iii) Research work in Primary or Secondary education in an Indian or Foreign University.

The main functions of the district education officers can be divided under the following heads:

Administrative: He is incharge of primary, high and higher secondary education in the district and has to recommend the places where new schools are to be started after personal inspection. He acts as a vital link between the field and the head office and issues orders and circulars on behalf of the administration. He has the powers of transferring teachers of primary schools within the district and can recruit teachers for a period of six months on temporary basis.

Educational: He is answerable to the department for all the matters relating to education in the district. Upon the calibre, imagination and capacity for leadership mostly depends the success of the various measures and schemes for improving education. He is the chief inspection authority over his subordinates. He has 2 or 3 deputies in Class II directly under him and a large contingent of ministerial inspection and teaching
staff all over the district under his control. He is expected to carry out an inspection of some 20 middle/high/higher secondary schools in a year, particularly concentrating on the latter. He also selects some primary schools for snap inspection to see that standards are being maintained. He is also to observe that the departmental instructions are carried out and the district machinery functions harmoniously. It is also his responsibility to carry out a regular inspection of the offices of block education officers within his jurisdiction.

**Planning:** District education officer is associated with the work of preparing district plans at the district level. The district-wise allocations of funds under various schemes are intimated to him in order to enable to incorporate the same in the district plans. His other functions include cooperating and collaborating with other development departments in the overall developmental planning of the state; formulating, implementing and evaluating educational plans at the district level, guiding and promotion programmes at the institutional level.

**Financial:** He countersigns the grants-in-aid bills and releases grants in respect of aided schools within his jurisdiction. He acts as a drawing and disbursing officer in respect of pay, training allowance and contingencies for his office and middle schools under his control.

**Professional leader and innovator:** He is incharge of organising orientation programmes, refresher courses and inservice training
programmes, dissemination of new ideas and popularisation of tested good practices; encouraging experiments and other innovations. He is responsible for all the activities, curricular, co-curricular and extra-curricular pertaining to education.

**Role as a bridge builder between the school and the community:**

His duties in this field include fostering public relations; securing community participation for improving and developing educational institutions and making the institutions conscious of the need to serve the community better.

It is necessary for him to so plan the tour programme of the deputies that at least one if not two of them remain at the headquarters at any given time. Generally one of the deputies, preferably the senior most among them is designated as deputy education officer (headquarters) and relieved of the inspection work normally assigned to a deputy education officer.

He ensures that statistical data in respect of educational facilities in the district is accurately compiled and maintained in his office. He also supervises the working of district auditor and satisfies himself about the genuineness of the assessment made by the auditor in each individual case, *inter alia*, by keeping in close touch with the reports received from the divisional auditors. He approves the tour programmes of deputy education officers, auditors, assistant education officers (P.T.) and other officials within his jurisdiction except that the tours of block education officers and heads of institutions are approved by the deputy education officers.
incharge of the area under the overall direction and broad policy laid down by the district education officer. He maintains the character rolls of block education officers, assistant education officer for physical training, headmasters, head-mistress of middle, high and higher secondary schools.

**Deputy Education Officer**

The main function of the deputy district education officer is to inspect middle, high/higher secondary schools within his jurisdiction. The girl schools are visited by deputy education officer (woman) and the boy schools by the men officers. Each officer is expected to inspect such number of middle, high and higher secondary schools within his jurisdiction at least once every year which may be equivalent to 50 units. He pays two surprise visits to every school under his jurisdiction in a year. In the inspection reports he brings out his reactions and suggests ways and means to improve educational standards. He functions as incharge of one or two branches in the district offices. The tour programme by various deputy education officers is so arranged that at least one of them is available at headquarters. He is competent to sanction maximum casual leave permissible at a time to the office staff, upto four days to block education officer (physical training) and headmasters of middle, high and higher secondary schools. He

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4. High or higher secondary schools represent one unit while three middle schools equal two units. There are variations in the number of inspection visits carried out in different states. No formal follow up visits are paid in Punjab, Maharashtra, Tamil Nadu, Uttar Pradesh and Orissa.
represents the deputy education officer at a large number of meetings where the latter's presence is required, but the following meetings are generally attended only by the district education officer:

(i) Meetings to be held at the state and the divisional headquarters.

(ii) Monthly meetings of the Coordination Committee and of District officer's Board convened by the Deputy Commissioner.

(iii) Meetings of the Zila Parishad and of the District Development Committee.

(iv) Any other meeting at which the district education officer's own presence may have been specially asked for.

Special Responsibility of Women Deputy Education Officers

A special responsibility rests on the shoulders of the woman deputy education officer in matters relating to establishment etc.; particularly in districts where the post of district education officer is held by a man. This appears necessary in order to instil confidence in the women cadre and to minimise chances of any possible abuse in an administrative set up in which, considerations of sex are taken into consideration. There is no separate hierarchy of women officers at various levels to deal with cases relating to women personnel alone, so that the confidence of either such personnel or of the girl students and their parents is not shaken in any way. The cases relating to women are generally decided by district education officer or by the deputy education officer(headquarters), as the case may be, only in consultation with the woman deputy.
education officer. Lady teachers working in the primary schools, particularly those where the block education officer is a man, have the right of direct access to her.

**Deputy Education Officer (Non-Gazetted)**

Physical education has been more or less a neglected subject for a long time. A deputy education officer is supposed to look after all the primary and middle schools in the district. All block education officers concerned with normal inspection work are given a brief orientation course in physical education. The main functions are:

(i) To help the district education officer/deputy district education officers in the inspection of middle, high and higher secondary schools and tender advice whether the standard of physical education is upto the mark or not.

(ii) To suggest remedial measures for the promotion and improvement of physical education.

(iii) To supervise physical education programmes in schools.

(iv) To organise tournaments, camps in physical education and recreational programmes.

(v) To give demonstration in physical education and give model lessons.

The personnel of the district education office mainly perform the duties of a supervisor. Although they do not engage themselves solely for supervising, yet they have a great part in determining whether supervision is good. They are the expediters and help establish communication. They serve as liaison agents to get different schools into contact with others who have similar problems or with resourceful people who
can help. They stimulate members to look at the extent to which ideas and resources are being shared, and the degree to which persons are encouraged and supported as they try new things. They make it easier to carry out the agreements that emerge from evaluation sessions. They listen to individuals discuss their problems and recommend other resources that may help in the search for solutions. They provide expertise in group operation; and provide the type of meeting place and structure that facilitates communication. They are, above all, concerned with helping people to accept each other because they know that when individuals value each other they will grow through their interaction together and will provide a better emotional climate for pupil growth. The supervisor's role is supporting, assisting and sharing rather than directing. The authority of the supervisor's position has not decreased, but it is used in another way. It is used to promote growth through assuming responsibility and creativity rather than through depending on conformity.

According to the accepted principles of efficiency, decentralisation in administrative, financial and educational spheres have been effective yet the cases from the field offices are crowding up the directorate. On many matters such as transfers, punishments, resignations, pensions, gratuities etc., the help

of the lower levels can be taken to dispose them. Most of the papers, according to the rules of the business, which gravitate to the government in the education department are merely for second look by the officers of lesser rank and experience. No worthwhile contribution is supposed to be made at this level while it results in considerable delays in the disposal of these cases.

There is a growing feeling that despite decentralisation of authority, standards of administrative efficiency have deteriorated. The educational administration, it is felt, continue on the old bureaucratic lines and has yet to be in line with the democratic set up. Considerable areas in all fields of administration are piled up at the district education office and even the confirmation of teachers as well as other work is in a state of confusion and mismanagement. The administration needs to be tightened and toned up. The pace of despatch of routine and day to day business is slow and arrears are allowed to occur. The pending lists of arrears are not got prepared and adequate attention is not paid to them. Many confirmation cases are lying pending for want of personal records of personnel concerned. Proper maintenance of old and current records need be ensured. Control can be more effective if (i) with more appropriate delegation of powers, the existing burden of work borne by the officers would be considerably reduced, (ii) a high percentage of the work at present borne at their level consist of unimportant and routine matters which either need not be processed upto them at all or could be disposed of differently, (iii) even in minor matters, papers are being routed through all the levels in hierarchy, (iv) in
view of large number of personal representations etc. there is need to strengthen the information centres of the directorate so as to screen simple queries from being processed up to senior officers, (v) senseless pursuit of anonymous complaints should be dropped. The duties of district education officer are of an inspector as well as an administrator in the district. Some educationists advocate the separation of inspecting machinery from the administrative machinery at the district level. One view is that the person responsible for inspecting schools should be a scholar and not an administrator pure and simple. The other view is that inspection and administration cannot be and should not be separated entirely. The inspecting officers should be administrative officers of adequate status whose prestige as inspecting officers should be reinforced by the administrative powers that they enjoy, and they would be able to improve the quality of instruction in the schools, much better than an inspector not enjoying adequate administrative status.

Mechanical aids like portable typewriters, computing machines, the intercommunication system and the like should be provided in adequate numbers so that all workers should have access to the same. The typed notes and drafts will save lot of time of the dealing hands as well as the branch officers.

At present there is a very strong control of the finance department over all routine matters involving financial implications. All routine powers of finance department may be delegated to the secretary who may further be authorised to re-delegate
powers and be advised by the financial advisor. The finance department should allot the annual budget and subject to the overall limitations of the budget, the department should be free to spend within the framework.

The periodical review of the staffing strength can well be automatic and the creation of additional non-gazetted posts according to the standing norm approved by the finance department should be in the hands of the heads of major departments (if not at all), subject to and within the provision of the budget in respect of particular items. The standards in education are falling very rapidly. It is natural and obvious. There is no cause of alarm because mainly the huge expansion of education is responsible for it. Efforts should be concentrated more on improvement of instructions, amelioration in service conditions of teachers and more effective supervisory control over educational institutions. The number of primary schools had increased fourfolds; that of high and higher secondary schools five fold, the arts and science colleges had gone upto 6 times and now there are three more universities as against only one of the pre-independence days.

**Block Education Officers**

For the purpose of supervision of the elementary schools, each district in the state is subdivided into a number of blocks, each block being under the charge of a block education officer, whose headquarters is ordinarily at the central place. They have to shoulder the responsibility of performing the
duties of administration and supervision. These functions can be effectively performed if the officers have qualities and characteristics of leadership, which will help to provide guidance and improve education by means of their attitudes, interests, ideal ways of thinking, personal and social adaptability. They can leave permanent impact upon the teachers with whom they come into contact, who can transmit and inculcate these values among the children, put under their care.

Main duties of the block education officers are:

I. **Supervision of Primary Schools**
   - (i) Improvement of instructional work in the schools through providing guidance and help to teachers;
   - (ii) Provision of in-service education for primary school teachers;
   - (iii) Maintenance of harmony among the teachers working in primary schools.

II. **Inspection of Primary Schools**
   - (i) Assessment of teachers work with respect to instructional and co-curricular activities;
   - (ii) Checking of school registers and other school record;
   - (iii) Checking of progress of school improvement projects;
   - (iv) Assisting superior officers in inspecting the primary departments of middle/high/higher secondary schools in the block.

III. **Drawing and Disbursing of Salaries, etc.**
   - (1) Drawing and disbursing of salaries and T.A. to teachers.
   - (2) Maintenance of cash-book, A/rolls, contingent registers, etc.
   - (3) Drawing and disbursing of arrears of pay.
   - (4) Drawing and disbursing of scholarships.
(5) Granting annual increments.
(6) Disposal of pension cases
(7) Re-imbursement of medical charges to teachers.
(8) Deduction of U.P.F., C.P.F. and Premiums of salary saving scheme regularly while preparing the regular pay bills
(9) Maintenance of C.T.D. accounts
(10) Utilization of grants
(11) Removal of audit objections

IV. **Administrative Work** -


(2) Conducting enquiries, issuing simple warnings to defaulting teachers and recommending more serious cases for punishment to higher authorities.

(3) Making leave arrangements

(4) Sanctioning leave to primary school teachers.

(5) Recommending the cases of teachers for State/National awards and special increments to higher authorities.

(6) Making proposals and recommendations regarding transfers and classification of teachers for this purpose on the basis of their work, conduct and reputation.

(7) Conduct of various departmental examinations.

(8) Recommending confirmation, seniority and efficiency bar cases.

(9) Recommending double promotion cases of students.

(10) Recommending cases for opening of new and branch primary schools and upgrading of primary schools.
V. Office Work and Official Meetings -

(1) Submission of statements, returns, etc.

(2) Maintenance of service record, i.e. service books, personal files, character rolls, etc.

(3) Checking of office record at least once a month.

(4) Attending red cross meetings, cubs and guides meetings, centre meetings, departmental meetings, and panchayat samiti meetings, etc.

VI. Public Relations -

(1) Granting interviews to visitors.

(2) Securing the cooperation of the local communities for school improvement projects, i.e., construction of primary school buildings, repair of buildings, provision of water, sanitary facilities, mid-day meals, etc.

VII. Miscellaneous duties -

(1) Successful implementation of "CARE" school feeding programme.

(2) To give proper publicity to the recruitment programmes.

(3) School welfare projects for the benefit of military families in the villages.

(4) Small savings work through investment in C.T.D. Defence Bonds, etc.

(5) Cooperation in implementation of various plan schemes of government such as 'double agricultural production programme'.

The leadership of the block education officers is directed towards changing the behaviour of the people involved in the field of education. They hold the pivotal position and are to guide, direct, integrate and coordinate the work.

They serve as cardinal links between the field and the administration. They are the backbone of the entire educational
system and it is through them that the ideals of education and realities of situation can be realised. Whenever improvement is required in any field, it is always better to start from the root. Block education officer is the initial point of educational administration. All the work of the higher level can improve if the work at the primary level is good and upto the mark. It is through them that the real character is infused and desirable personality patterns are established. It is again through them that real spirit of work and inspiration is encouraged, and zeal for work and attitude developed among teachers. The realisation of the cherished goals in the field of education is possible only through a happy and prosperous class of teachers. It is through these officers that leadership is provided to teachers and through them to pupils at primary level. Sometimes the block education officers feel frustrated in the absence of independent and suitable conveyance. As drawing and disbursing officers without any previous training they find themselves handicapped. There is no provision even for a typewriter in the office and it is a problem when he has to circulate an information among a number of schools. There is also inadequacy of experienced clerical staff and the general complaint is that the experienced and efficient clerks are not posted with them but are kept at the district headquarters. There is no separate grade for them, and they are paid equal to a master who is just incharge of one class. There are very few opportunities of improving the knowledge but even
when there are chances of self study, attending seminars, meetings and inservice courses held by the Extension Service Departments, education department, State Institute of Education and other such agencies, he gets nothing in terms of emoluments or allowances but increase work piled up in his absence from the office.

**Lady Block Education Officers**

The promotion and welfare of women education was the sole duty of the lady block education officers until May, 1963. But now the supervisory structure has been changed and each block education officer is incharge of the primary education in his block. The lady block education officer is not only an administrator entrusted with the routine procedures of inspection and of finding faults with persons and equipment but she is expected to play a far greater role as she has to deal with human beings, who cannot be handled mechanically but require skill and caution. She has to perform multiplicity of functions which require farsight, knowledge, understanding, reason and practical outlook. She should be a person with great imagination, resourcefulness, initiative and certain values and philosophy of life and education.

She is burdened with the responsibilities of disbursing salaries, maintaining records, launching enrolment drives, compulsory attendance, inspection of schools, helping superior officers when they are on tour or when they are called by them. Due to the lack of transport facilities, she has to travel on
The majority of the rural population being illiterate and due to many other difficulties she sometimes feels frustrated. A very few lady block education officers have any training as drawing and disbursing officers and they are not supplied with a trained clerk. Economically too, she is not very happy while her work is of more responsible and original nature. She just gets the salary as any other teacher gets. Some studies have been undertaken in the recent years to see what are the problems before the administrators at the block level. A brief synopsis of the problems brought out by these studies is as follows.

Category A (Personnel Problems), experiencing difficulties while working under men officers who cannot appreciate the special problems of women; exigencies of walking on foot or using cycle as a mode of conveyance, absence of any training facilities for them.

Category B (Administrative Problems), inexperienced clerk provided for office work, no provision for typewriter and duplicator in the office, too many statements to be prepared and submitted to higher officers.

Category C (Financial Problems), poor pay scales, no chowkidar (guard) is provided for the safety of cash, spending for the peon from pocket while on tour.

Category D (Social Problems), low status in society as compared with other touring officers, absence of proper motivation on the part of the parents in rural areas to send their children to the school, lack of material resources to understand the local needs of a village before inspection.

Category E (Political Problems), under protection by the Teachers' Union of their members, party friction among the teachers in the school, some interference by the political bosses.

Category F (Indiscipline among Teachers), teachers coming late and going early from school, majority of teachers unwilling to work, lack of missionary zeal among the teachers.

Category G (Service Conditions), no chance of promotion, no separate grade for them, the experience of block education officer is neither considered as administrative nor teaching. Block education officers get two types of contingency for their office use and for the use of schools under them. The direct contingency which is meant for petty items such as purchase of portraits, dusters, table covers, electricity charges, bags, locks, curtains etc. Other contingency include bigger items such as jute mats, duries, maps, furniture, almirahs. The funds allotted to them are no doubt very meagre but the teachers and administrators can supplement these resources by persuading the local community to spend for education. The Education
Commission has observed, "The assistance of the local community should be fully harnessed for improving the physical facilities in schools ... Apart from their principal advantage of stimulating local interest in education, these contributions from local community and the public will also help to some extent in financing education."

The block education officers generally remain busy in routine type of work whether in the office or on tour. A heap of official correspondence passes from one official to another every day, leaving insufficient time for him to look to the academic and administrative aspects of the schools under his/her control. This large number of schools entrusted to his care makes him so much overloaded with office work that he "hardly finds any time to devote to academic responsibilities."

Regarding the problems of inspection staff at primary level, studies were undertaken in other universities. The findings

10. Some of these studies are: (a) Ansari, M.A. - A Study of the Development of administrative structure of elementary school education in England and its bearing on the general administration of Elementary Education in India, 1961, Boa Baroda University; (b) Anjanyulu, B.S.R. - A study of administrative control of primary education in Andhra Pradesh, 1958, University of Allahabad; (c) Joshi, S.N. - Administration of primary education in the City of Bombay (1915-1953), University of Bombay, 1954; (d) Radhe Shyam - Administration and Organisation of Primary Education in Madhya Pradesh, 1961, University of Vikram; (e) Mishra P.K. - A Survey of the Administrative practices in primary schools in Orissa, 1961, University of Utkal and (e) Parkash, S - Administrative Control of Primary Education in Uttar Pradesh 1954, University of Allahabad.
are that the number of schools allotted to each inspecting officers varied from 44 in one district to 112 to another and this imbalance was undesirable in the interest of efficient education.

The nature of the duties of the officers at all levels has become so complex these days that it is difficult to keep pace with the rapidly rising tempo of political consciousness among the people and the undertaking by the government of new tasks and responsibilities in the field of development and welfare. Proper training should not only prepare the individual for performing his present job well, but also for shouldering higher responsibilities and meeting new and complex challenges in future. As has been pointed out earlier, there is no provision for intensive training for officers of the education department. The training to be effective should be instrumental in developing in the officers the capacities - mental, moral and spiritual so that they may be able to face the challenge bravely and boldly. There should be a clear cut and bold national policy for training the educational administrators, setting priorities, mobilisation of the needed funds and other resources and building up a body of trainers.

In this connection, it may be mentioned that the Education Commission has recommended that this could best be done in a concerted and coordinated manner, by setting up a National Staff College for Educational Administrators. The Commission's
recommendations in this regard are:

(1) The object of the college should be to provide in-service education, for about eight weeks, in every five years of service, to all the senior officers in the education service - IES and State Educational Services (Class I and Class II).

(2) It should have a permanent and whole-time staff of its own. In addition, it should use, as resource personnel, senior officers of the Education Departments and the Ministry of Education. As educational administration cannot function in isolation, competent persons from other departments also should be utilized for purposes of training. This will incidentally serve an important objective of such training, namely, to bring the young recruits to the cadre in living contact with senior officers.

(3) It should have a research wing where studies would be conducted in problems of educational administration. It should maintain a good library of books on the subject, both Indian and foreign. Besides, it should also function as a clearing-house of administrative procedures and practices in the States and Union Territories.

(4) As very little material on Indian conditions is available for purposes of training, the college should be established immediately and its first assignment should be to prepare a number of case studies and other data which can be utilized for conducting the training programmes. This may well take about one or two years. It is only when a thorough preparation of this type is made that the training programmes should be started.

(5) It should conduct two types of courses; a longish induction course should be provided for new recruits and shorter courses of 3-6 weeks for officers already in service.

(6) In every course conducted at the college, some officers from every State and a few from the Union Territories should be included. It should be an object of policy to cross-fertilize administrative experience.

(7) It should conduct periodical conferences, seminars and workshops on matters relating to educational administration.

(8) It should conduct a journal on educational administration and maintain a publication wing.

Structure and Pattern of Education

The existing structure and pattern of education has not undergone any basic change and sometimes there is hesitation and reluctance for making innovations. The standards of education depend upon four elements (a) the structure or the division of the educational pyramid into various levels and their interrelationships, (b) the total period covered by the different stages, (c) extent and quality of essential inputs, (d) utilisation of available facilities. The structure, pattern and brief salient features of administration of three branches of education, e.g., elementary education, secondary education, and higher education in Punjab are as follows.

Primary Education:

According to the Punjab Education Code, Article 26, an elementary school means a school maintained by a private body or individual which follows an approved course of study of approximately the primary standard. In practice, however, elementary schools have four types. These are: (i) Lower Primary School (Classes I, II and III), (ii) Upper Primary School, (Classes IV and V), (iii) Lower Middle School, (Classes VI and VII), and (iv) Upper Middle School (Classes VI, VII, and VIII). The schools are named after the classes they have.
It may be noted here that any of the types of schools mentioned above may or may not form a part/department of the next higher type.

The elementary schools in Punjab are under the following managements: (1) Directorate of Public Instruction; and (2) State recognised private managements. The government is keen to spread elementary education. The Punjab Primary Education Rules 1961 were finalised under the proviso of Section 22 of the Primary Education Act, 1960. The compulsion was introduced on April 1, 1961 for the various age groups. In terms of the third plan targets, the achievements fell short by 123 primary schools, 1,555 teachers and 4,44 lakh children — 1.59 lakh boys and 2.85 lakhs girls. The non-availability of funds on account of emergency was mainly attributed to the non-achievement of targets. Education is free up to Class V in all elementary schools recognised and aided by the state government, whatever may be the management. It is free up to Class VII in the state managed elementary schools for all and up to Class IX for girls only. There is no external examination at any stage except at the end of Class VIII, which is known as Middle Standard Examination. It is compulsory. It is conducted at the district level through the district education officers. Like other states, Punjab also accepted the basic education for its elementary schools. Teachers and schools were

oriented towards basic pattern. New Junior, senior and teacher training schools and colleges on basic pattern were started throughout the state but it could make little headway. For example, in 1960-61 the old Punjab had 72 senior basic and 748 junior basic primary schools, as against 1,356 middle, and 12,510 primary school functioning on traditional lines. In 1950-51, the number of junior basic primary schools were seventeen only as against 5,355 traditional primary schools. Probably, the reasons for its slow progress are: shortage of funds, basic training teachers, suitable equipment, craft and syllabus. The government is keen to see that there are no single teacher schools in the blocks as practically it is not possible for one teacher of any capacity and capability to do full justice to all the 5 classes found in the primary schools. In a pamphlet published by Government of India it was stated, "whether one accepts the American view that a single teacher is a necessary evil, or Australian view that it is an integral part of school organisation which has its good as well as bad features. There will be general agreement on the statement that the number of single teacher schools should be kept as low as possible."

Secondary Education:

A secondary school in the state may have classes upto X in the case of a high school and upto XI in the case of a higher

secondary school. The secondary stage corresponds to agegroup 14-17/18. A comprehensive secondary school may have both the primary and the middle classes, but most of the secondary schools begin with class VI. Secondary schools are under the management of: (a) State government through the director of public instruction; (b) Central government; and (c) Recognised private managements. The academic inspection of a college and the maintenance of the minimum standards are the responsibilities of the universities. The director of public instruction is responsible for administrative inspection, sanction and release of grants. The teachers in government colleges are recruited through the State Public Service Commission and are encadred as P.E.S. Class II or P.E.S. Class III. They enjoy all benefits and privileges available to any other government servant. The teachers in aided colleges under private managements are recruited by the managements concerned on the basis of qualifications and other requirements prescribed by the department and the university.

**Directorate-Field Relationship**

The system of coordination, control and supervision between the directorate and the line agencies is of paramount importance if the set targets of educational development are to be achieved with speed, efficiency and economy. The activities of the three wings e.g. school education, college-cum-planning, general administration are coordinated by a coordination committee specially set up for this purpose. The work of these wings
is carried on by the deputy directors in super time scale under the overall control of the director. The director of public instruction is the chairman of the committee and the recommendations of this committee help him to focus attention on some administrative problems. The circle and district education officers are also associated with the taking of decisions on policy matters. The common problems are discussed in a conference of circle education officers and district education officers, which is held at least once a year. The officers at all levels, both at the directorate and field are therefore, taken into confidence in the matter of general policy formulation. Apart from the time to time inspection of schools, circle offices, district offices by the officers from the directorate, the immediate control over the institutions and offices in various districts in a division rests with the circle education officers who are required to supervise and coordinate the activities of the district officers and to keep the headquarters posted of the developments in the field. District education officer, apart from exercising effective control and supervision over the working of primary, middle and high/higher secondary school through the deputies, also coordinates the educational activities with other developmental programmes in the district. He is associated with the district-grievances-cum-development committee and zila parishads. The deputy commissioner is the overall incharge of the development of the district and there are various committees or meetings where the
district heads of various departments are associated. It helps in the coordination of various activities at the district level. As regards the coordination between education department and other line agencies outside, the policy matters are coordinated through the high powered committee on education, with the Governor of Punjab as its chairman. The contacts with various agencies imparting education are maintained by the director, through the Board on School Education, Punjab, Punjabi and Guru Nanak Universities. The meetings of these academic bodies are attended by him as ex officio chairman or as a member. The State Advisory Board of Education and other committees on School Health, Red Cross, Women Education, Social Education(Welfare) and quite a few other committees are another important link of coordination. In addition, the director or his representative, is also associated with the Public Service Commission in the matter of recruitment of personnel of various categories.