CHAPTER VIII

CONCLUSIONS AND SUGGESTIONS

This study was undertaken to investigate into the administrative and financial problems of Elementary Education and to find out the extent to which they were influencing the progress of elementary education in the Punjab state. The data collected from diverse sources gave interesting results.

The following major conclusions emanate from this study: -

1. There exist a number of problems at various levels of administration of elementary education in the Punjab.

2. The intensive study of the two districts of Bhatinda and Ludhiana reveals that the headmasters and the Block Education Officers face a wide range of problems which have been classified in this research report under five major heads: -
   i) Physical Facilities,
   ii) Teachers,
   iii) Community,
   iv) Supervision and
   v) Finance.

3. The decisions on the part of headmasters and the B.E.O.'s for tackling the problems in most of the cases have been reported as unsatisfactory by the respondents of the two districts of Bhatinda and Ludhiana.

4. Whatsoever decisions the heads and the B.E.O.'s of Bhatinda and Ludhiana take to tackle the problems, there is no interference by community and parents. However, interference by teachers is found in case of irrational transfers and in matters
of conflicts with the headmaster.

5. The progress of elementary education in whole of the Punjab is not very satisfactory in the light of the Constitutional Directive (Reference Article 45 of the Indian Constitution).

6. Though there is some quantitative progress shown by the statistics collected from the government sources, yet very little qualitative progress has been reported by a representative sample of educationists, B.E.C.'s headmasters and teachers.

7. The cumulative effect of the problems have been the none-too-satisfactory quantitative and qualitative progress of elementary education in the whole of the Punjab.

The problems reported at various levels are enumerated below:

**PROBLEMS AT THE SCHOOL LEVEL**

8-1. (i) There is a serious problem of inadequate physical facilities in the elementary schools. Approximately 72 percent primary school buildings are inadequate with regard to accommodation. By and large, the school buildings are not being properly repaired. The majority of them lacks adequate sanitary facilities. The other allied problems are with respect to furniture and equipment which do not fully serve the purpose. The amount collected on account of building fund in the schools is permitted to accumulate and is not being spent.

(ii) The senior teachers and senior masters who act as the headteachers and headmasters in primary and middle schools respect- ing are not in a position to have effective control over the teachers under their charge, with the result, the teachers are negligent about their duties.
iii) By and large, teachers possess poor general and professional education and are incompetent to teach all the subjects at the elementary stage.

iv) Lady teachers show their disinclination to actively participate in the enrolment drive for Compulsory Primary Education in backward and rural areas.

v) The present curriculum and textbooks used in the elementary schools are not only out-dated and out-moded but also suffer from several discrepancies.

vi) The problem of rural-urban imbalances has also been found to exist. The rural areas are less developed and have relatively fewer amenities for teachers.

PROBLEMS AT THE BLOCK LEVEL

8-2. i) The B.E.O.'s have to perform a host of para-academic and non-academic duties. They have no specific powers to take independent decisions in matters of school administration. Teachers do not care much about the Log-book remarks given by them, because the District Education Authorities do not attach any importance to these remarks.

ii) On account of the non-availability of conveyance, the B.E.O.'s face the problem of providing effective supervision and inspection to the schools.

iii) The B.E.O.'s are drawing and disbursing officers for all the primary schools under their jurisdiction but are dependent on the D.E.O.'s for their pay and allowances and contingencies of their office.

PROBLEMS AT THE DISTRICT LEVEL

8-3. i) The D.E.O.'s and Dy. D.E.O.'s are over-burdened by a multiplicity of para-academic and non-academic work in the district
and as such they are not in a position to inspect the schools in accordance with the prescribed norms.

ii) The ministerial staff employed in the D.E.O.'s Office shows scant interest in their work with the result a lot of arrears in work remain pending. On account of their tendency to shirk work, the D.E.O.'s are handicapped in the efficient discharge of their duties. The latter are also confronted with a host of problems on account of political interference.

iii) The supply of material to schools is a complicated affair. There are many bottlenecks at the level of the Controller of Stores.

PROBLEMS AT THE DIRECTORATE LEVEL

8-4. i) There seems to be a trend towards concentration of powers by the higher authorities.

ii) The junior officers in the Department seem to get very little guidance and encouragement from their seniors. They have a feeling of being bossed over which many-a-time may be causing frustrations to them and stifling their initiative.

PROBLEMS OF FINANCIAL MANAGEMENT AT ALL LEVELS

8-5. i) The problem of allocation of inadequate funds for elementary education has been a serious problem in the Punjab.

ii) Very low proportion of total expenditure on elementary education has been allotted to girls' elementary education. It was only 9.7 percent of the total expenditure on elementary education in 1967-68.

iii) A low percentage of funds has been allocated to non-teachers costs as compared to teacher costs. These percentages were merely 3.5 and 10.7 at the primary and middle school stages respectively in 1967-68.
iv) The B.E.O.'s receive most of their grants and contingencies well in time, but those are spent mostly towards the fag end of the financial year i.e. in February and March.

v) The bulk purchases of the school equipment and furniture are centralized by the Department which makes it difficult to supply them to the schools as and when needed.

A THEORETICAL FRAMEWORK

8-6. The present study was neither conducted for developing any theory nor was any theory applied to study the administrative system. However, a problem model was developed in the beginning for making an analytical study of the problems and the concept pairs were formulated for putting the conclusions in a theoretical framework. These two steps were taken to apply the analytical method effectively so that the data could draw, as far as possible, a correct picture of the problems existing and could lead to certain general conclusions which may help in developing an over-all perspective of the system of elementary education in the Punjab. In Chapter V, the analytical model has been put to use. Here now, an attempt is made to put the conclusions drawn in the earlier section of the chapter in a broad theoretical framework on the basis of concept pairs given in Chapter IV.

The necessity of developing a theoretical framework has arisen because of a wide variety of conclusions arrived at in this study. These conclusions, though important in themselves are yet so many and many a time so overlapping that they may not fully convey the overall picture of the administration of elementary education in the Punjab. By putting these conclusions in a theoretical framework not only the conclusions are bound to take a more
meaningful form but also this may lead to a suggestion model which may be put to use by the administrators at various levels. Describing the general function of theory, Bernard Bass has observed:

"In any science, one aim is to understand the phenomena we study. We understand a phenomenon when we are able to account for it by means of a set of principles, principles which are sufficiently general to apply in various combinations to other phenomena. We check our principles through testing the accuracy of our predictions using the principles. Finally, we may achieve control over the phenomena by appropriately using the principles."

The objective in giving the theoretical framework here is to enable the administrators to understand the existing state of affairs in the right perspective and to achieve control over the phenomena by appropriately using the components given in the 'suggestion model'. The existing state of affairs may be put in the following components.

**STRUCTURAL COMPONENT**

8-7. Bureaucracy, a legacy of the British rule, in the present system of elementary education has yet to make room for democratic aspirations. Rigid compartmentalization of the Education Offices into branches is being perpetuated. Red-tapism at all levels causes inordinate delay not only in taking decisions but also in their implementation. For petty sanctions, the B.E.O.'s have to seek approval of the D.E.O. The curriculum for elementary education is framed at the state level, so is the case with the prescription of textbooks. Individual schools can neither change

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the curriculum nor can they introduce books other than those published by the State Department of Education. It clearly shows that teachers, headmasters, B.E.O.'s and others, who are actually concerned with the elementary education are at no level involved in the construction of curriculum or prescription of textbooks.

Again, even after the implementation of the Report of reorganization of Education Department in the Punjab in 1963, which laid emphasis on the distribution of powers and responsibilities to the field officers in educational administration in the Punjab, centralization has been found to persist at higher levels.

Bulk purchases is a centralized procedure. The headmasters of elementary schools and B.E.O.'s have no powers to take administrative and financial decisions which may improve the efficiency of the system. Rather, there is concentration of power in the hands of a few at the top. The B.E.O.'s can neither make any adjustment, nor can transfer teachers, nor can they appoint temporarily a teacher against a leave vacancy with the result that the education of the children suffers.

From the above it is quite clear that bureaucratization and centralization continue to be the ruling concepts in the structural organization of elementary education in the Punjab. This viewpoint is supported by Olsen's observation. He quotes, "Highly centralized authority tends to produce many serious operational problems, however; three of these are stifling of initiative and creativity, organizational rigidity and ineffective supervision. Individuals and groups at lower levels of the hierarchy are expected to perform their roles in accordance with the established rules and

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dictates of the superiors. As stated above, in the Punjab, the operational problems of centralization akin to those described by Olsen exist and hence centralization can be easily described as the dominant concept of the structural component.

RELATIONAL COMPONENT

8-8. On account of bureaucratic and centralized system of elementary education in the Punjab, the domineering attitude has been found among higher authorities. There has also been reported many a time conflicts between the superordinate and subordinate positions. Feeling of associative working has been found to be conspicuously absent in the persons connected with elementary education.

Proposals and suggestions by the junior officers, by and large, are not given due weightage. Senior officers want to gain a point through unwarranted criticism rather than through mutual understanding of each other's point of view. The B.E.O.'s clamour for giving due weightage to the log-book remarks by the higher authorities. Thus, the concepts which can be described as predominant with respect to relational component are bossism and conflict.

CULTURAL COMPONENT

8-9. The conclusions reveal that many of the problems arise from individualism so rampant in the system of elementary education in the Punjab. It is evident from the agitations to which teachers resort and from the way local leaders and political parties interfere in administration. Self-interest is pervasive and is to a large extent responsible for hindering the smooth functioning of administration. The sacrifice of personal interest for the collective good is comparatively less in the administration of elementary education.

There is no incentive for hard work. Nor does the environment provide any challenge to the educational personnel, right from the teachers to the officers at the higher levels so that they may apply themselves fully to what is incumbent on them. Teachers are found to be negligent about their duties no less than others occupying administrative positions or engaged in ministerial work.

From a careful analysis, it can be said that in general, persons concerned with elementary education are discharging their duties in an easy-going manner. Indiscipline is on the increase and indifference to duties is a common experience. Teachers and other subordinate staff do not improve their competency, probably because they have the impression that neither hard workers are rewarded nor the shirkers punished. Thus individualistic approach and lethargy are the rampant value-patterns in the cultural environment in which elementary education is being administered and financed in the state of Punjab.

PROCEDURAL COMPONENT

8-10. There seems to be complete dependence on the rules and regulations on the part of the officials in the Department, and orders and circulars are being followed blindly. Every one looks for the orders from above. The whole procedure of administration of elementary education lacks initiative from all quarters. The administrative and financial procedures follow a routine to which most of the officers are found to be tied down with the prescribed norms even when they realise that bottlenecks in the administration are due to this mechanical process. In most of the cases no body tries to remove these bottle-necks or applies one's intellect to revise the procedures. This may be due to bureaucratization and centralization in the system of elementary education.
In describing the structural component the concept of centralisation has already been emphasized as dominant concept out of the concept pair of centralization vs. decentralization. As the above description makes it clear, in following the procedure of administration and financing of elementary education, dependence and routine are dominant concepts in the Punjab. These are the two important features of administrative machinery, viz centralization and bureaucratization that might be pinpointed for hampering the progress of elementary education.

The picture of the theoretical framework that emerges from the above discussion highlights more the negative values than the positive ones. Only those concepts have secured predominance in the administration and financing of elementary education in the Punjab which refer to the values of bureaucratization, centralization, bossism, conflicts, individualism lethargy, dependence and routine.

The following major hypotheses may tentatively be propounded:

i) The bureaucratization and centralization in the administrative and financial set-up create a series of operational problems. They stifle the decision-making role of the administrators.

ii) The attitude of bossism among the higher officers and conflicts between superordinate-subordinate positions lead to the factor of distrust and denial of associative working among the administrators at various levels.

iii) The climate of individualism and lethargy are mostly responsible for teachers' habit to shirk work, even others, thereby creating a number of problems regarding the administration of personnel services in the field of elementary education.
iv) The dependence for decisions on a higher authority and adherence to the routine even in the face of novel situations result in inordinate delays in financial management and bottlenecks in the administrative process.

However, these hypotheses need further investigations and studies to establish them firmly.

From all the above discussion of theoretical framework, the ultimate generalization arrived at may be stated:

The administrative and financial problems of elementary education in respect of goal attainment arise out of bureaucratized and centralized structure, marked by the relations of bossism and conflicts in an organizational culture of individualism and lethargy, in which the procedural approach is guided by the sense of dependence and the desire not to deviate from routine?

This can be abbreviated in the form of an equation:

$$ P = f( O_{SR} , (O_{CP}) $$

That is, problem is the function of organizational structure intertwined with relationships and organizational culture in which the procedure takes shape.

The theoretical framework developed in the earlier pages offers a clear-cut direction for a suggestion model. It has been seen that problems exist because there is something wrong in the environment in which the administration and financing of elementary education takes place or due to the malfunctioning of relationships among the administrators at the various levels. To find a solution of the problems or even to stop the problems from occurring, it seems necessary that the structural as well as relational aspects be improved. How can this be achieved? The suggestion model given in the subsequent pages, derived from the existing situation...
is in the direction of providing an answer to this question.

It may be pointed out here that models and theories are not equivalent. Lane, Corwin, Monahan mention: "while a theory is a logically related set of confirmed generalizations, a model is constituted of propositions confirmed for one set of problems but applied to another class of problems." The model presented here is drawn on the basis of the propositions confirmed for one set of the problems. The set of the problems have been those faced by the administrators at various levels leading to the formulation of certain proposition emphasized in the previous section. Here these propositions are now applied to the problems related to the attainment of goals of elementary education.

THE EXISTING MODEL

Institutions (Schools/Offices) — Structure (Bureaucratized & Centralized) — Procedure (Approach of Dependence & Routine) — Administration of Elementary Education — Attainment of Goals

Individuals (Superordinates & Subordinates) — Relations (Bossism & Conflicts) — Value System (Individualism & Lethargy)

The goals of elementary education can be achieved through the institutions established within the organization of elementary

education and the individuals working within the institutions. The institutions, here include schools as well as offices. Under the existing situation the institutions have a structure which is characterized by bureaucratization and centralisation as theorized above. The bureaucratised and centralized system is characterized by the relationship of bossis-m and conflict between various positions. The values of individualism and lethargy are giving place to the procedures highlighting dependence and routine. All these are making it difficult for the administrators at various levels to run the institutions in such a manner that the goals of elementary education are achieved.

Before the suggestions are offered it is worthwhile to look towards the major goals of administrative organization of elementary education in the Punjab. Its main goal may be two-fold: (i) to universalise elementary education and (ii) to provide quality education. This is possible if overall cultural environment, particularly the prevailing value system is radically changed in which the administrative organisation functions so that the lethargy and individualism could be minimised. The administrative process should also be characterized by the participative administration and decentralization.

The suggestions can be briefly and lucidly presented through a model. Such a 'suggestion model' is given at the next page:
It may be noted here that the attainments of goals are the consequence in both the models shown above. But, while in the existing model in the attainment of the goals, various problems enunciated throughout this study crop up making it difficult to attain the goals speedily. In the preparation of the suggestion model it is presumed that these problems may be overcome or at least made less intense and less frequent. This could be done by repatterning the structure, reformulating the relations, bringing dynamism in procedure and changing the value orientation in the organization.

Some suggestions in the light of the above model may be given below:

1) The school and office administration be decentralized. It means that there should be diffusion of powers as well as of responsibilities at the various levels of administration.

2) It may also be suggested that the administrators instead of administering by invoking their legalistic positions, administer through the involvement of all the concerned persons in the decision-
making process who are the employees of the office or the school of which the administrators are the heads.

iii) The administrators should seek the cooperation of all the concerned persons in the administration of the institution and consider subordinates as their associates and colleagues.

iv) The administrators should appreciate the new ideas from whatever source they come.

v) The administrators should try to avoid the routine and make efforts to apply the new but effective methods for solving the problems.

vi) The administrators should try to serve the larger interests of all those concerned, rather than temporal and tendentious considerations.

vii) The overall progress of elementary education both in quantity and quality should be the major concern of the administrators. They should not be guided by personal benefits or political consideration for opening and upgrading new schools, or for sanctioning grants to the institutions.

The above are all the general suggestions specifically concerned with the administrative behaviour. These suggestions can have meaning only when the overall system of elementary education in the Punjab is reorganized; the climate in which the administrators work is improved; and their duties and responsibilities are well defined in terms of a decentralized and participative administration governed by the values of collectivism and task orientation.

Below, the specific suggestions are being offered in the light of the above observations and the situation prevailing in the Punjab. These suggestions are being offered taking into consideration
the specific administrative pattern of the Punjab in which the problems enumerated throughout the study have occurred.

SPECIFIC SUGGESTIONS

8-13. It is necessary that the administration of elementary education in the Punjab be reorganized so that the goals of elementary education be achieved through a decentralized and participative administration and also through all other positive values highlighted in the suggestion model given above. Below are listed certain details for such a reorganized pattern of elementary education:

a) School, local community and Block together should form a unit of administration which should largely be complete in itself. The pattern of relationship between these three is shown in figure I.

UNIT -I

ADMINISTRATIVE RELATIONSHIPS AT THE SCHOOL, THE COMMUNITY AND THE BLOCK LEVEL

<table>
<thead>
<tr>
<th>Community</th>
<th>B.E.O.</th>
</tr>
</thead>
<tbody>
<tr>
<td>i) Building</td>
<td>i) Administrative</td>
</tr>
<tr>
<td>ii) Furniture</td>
<td>ii) Supervisory</td>
</tr>
<tr>
<td>iii) Ancillary Services</td>
<td>iii) Coordinative</td>
</tr>
<tr>
<td>iv) Compulsory Education Drive.</td>
<td>iv) School equipment</td>
</tr>
<tr>
<td></td>
<td>v) Compulsory Education Drive</td>
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<tr>
<td></td>
<td>vi) Detailed curriculum framing</td>
</tr>
<tr>
<td></td>
<td>vii) Prescription of textbooks.</td>
</tr>
</tbody>
</table>

Figure -I
b) Block and District should form another unit of administration for inter-block coordination and dispersal of grants to blocks.

UNIT -II

ADMINISTRATIVE RELATIONSHIPS AT THE DISTRICT LEVEL.


i) Administrative
ii) Supervisory
iii) Advisory
iv) Coordinative
v) Interblock transfers
vi) Curriculum (broad outlines).

DISTRICT

Headmasters

Figure -2

c) District-Circle and Directorate should form third unit of administration for coordination, in-service programmes, grants from the directorate to the districts.

UNIT-III

ADMINISTRATIVE RELATIONSHIPS AT THE DIRECTORATE LEVEL

Directorate.  C.E.O.'s.

i) Financial
ii) Advisory
iii) Supervisory
iv) Coordinative
v) Curriculum
   (Trends, objectives, knowledge, understanding, skills, habits, attitudes & values)
vi) Textbooks:
    General Criteria for their selection.

STATE

D.E.O.'s.

Figure -3
d) For elementary education, the Circle level may not be an effective level as it seems to be superfluous in the light of the block level assuming major powers of administration and district level for guidance coordination etc. among the blocks. The Directorate level may directly deal with districts for grants, coordination etc. Since the powers are not to be centralized at the Directorate level, the communication through Circle level becomes meaningless.

**ORGANISATIONAL BLUEPRINT OF ELEMENTARY EDUCATION IN THE STATE OF PUNJAB**

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**Figure-4** Solid lines indicate lines of authority. Broken lines represent lines of co-operation.
The blueprint given above clearly indicates that the cooperation of the community at all levels should be sought by the government. Policy formulation and allocation of funds for elementary education in the state should be the responsibilities of the administrators at the legislature level.

The specific responsibilities assigned to different positions are given in a number of following suggestions:

1. Well experienced trained graduates should be appointed as heads of primary schools. Recently, Chandigarh Administration (U.T., India) has appointed trained graduates as heads in almost all the primary schools of the Union territory. The Haryana State has followed the suit.

2. The status of the heads of middle schools be raised to full-fledged headmasters in a special cadre, vested with some powers (administrative vis-a-vis financial) so that they can work independently. Chandigarh Administration has adopted this policy and the headmasters appointed in the middle schools belong to the same cadre as the headmasters of high schools in the Punjab state.

3. The Block Education Office needs to be fully strengthened by upgrading the post of the B.E.O., providing more clerical assistance, and adequate library facilities. If the Constitutional Directive for providing elementary education to the children in the age-group 6-14 years is to be implemented in right earnest, it is essential that all primary and middle schools within the block should come under the supervision and administration of the B.E.O. The Haryana state has agreed in principle to delegate responsibility of supervision and administration of these schools to the B.E.O.
It may be stated that the Haryana state has appointed Sub-Divisional Education Officers (in the rank of Deputy District Education Officers) at the Tehsil level in order to supervise and administer school education (including elementary and secondary) within the Tehsil area from the year 1971.

4. There should be one physical training instructor at the block level, who should supervise health and physical education programmes in the primary schools.

5. In order to solve the persistent problems existing in the schools, particularly the problem of wastage and stagnation, action programme for school improvement may be launched in the schools with the help and cooperation of local community as well as the state government. Pilot projects, in different blocks may be launched in accordance with their requirements and resources. The National Seminar on wastage and stagnation, (Sept. 23 to 26, 1968, New Delhi), has also suggested to introduce a few school complexes or one development block in each district or some selected wards of all towns and cities for this programme. The blueprint for education in the Fifth Five Year Plan proposes the establishment of one Model primary school in each Community Development Block. It is suggested that Model Primary School should rather be opened in each Educational Block in the Punjab, in order to ensure its better administration under one Block Education Officer. The system of a 'single-point entry' of children in the primary and middle schools should be supplemented by 'multiple entry' system as suggested in the blueprint, so that the twin problems of wastage and stagnation may be checked and the goal of elementary education be achieved, speedily.

6. The problems of the school building may be tackled by the B.E.O.'s, tapping the resources of the community and the grants from the Department. Saiyidain and others have also given similar proposals regarding the solution of the problems of school building.

7. The District Education Office should be re-organised and strengthened by upgrading the post of the D.E.O., and by appointing Establishment Officers, subject specialists, curriculum experts in elementary education. It is significant to note that the neighbouring state Haryana has upgraded the post of the D.E.O. to the rank of class I officer since 1969, on the basis of recommendations made by the Indian Education Commission(1964-66).

8. The D.E.O. should deal with inter-block posting in consultation with the concerned B.E.O.'s, as well as the headmasters of the respective schools. Adhoc appointment of the elementary school teachers should, however, be made at the block level.

9. Annual meetings of the curriculum and textbooks committee should be held at the district level. This committee should be constituted of the curriculum experts and subject specialists at the district level, all the B.E.O.'s of the district, selected headmasters and selected teachers of elementary schools. Experts from the State Institute of Education and N.C.E.R.T. should be invited in such meetings. They should frame the broad-outlines of the curriculum and make selection of the textbooks and other reading materials for elementary schools.

1 K.G.Saiyidain and others, Compulsory Education in India. Delhi: A universal publication,1966. p.49.

10. The D.E.O. should allocate funds and other grants to different blocks; whereas bulk purchases should be made at the block level. He should prepare prospective plans for the district on the basis of the future requirements of the blocks.

11. The functions of the Directorate and the office of the C.E.O.'s should be almost of similar nature except in matters of curriculum and textbook for the elementary schools. The Directorate should prepare curriculum outlines and frame criteria for the preparation and selection of textbooks. The State Institute of Education, State Institute of Science Education and other academic wings of the State Department of Education should take up the responsibility of framing curriculum outlines and preparing textbooks at the elementary stage. Seasoned teachers, headmasters, and selected B.E.O.'s who must have rich and long experience of teaching in the elementary schools should also be involved in this programme.

12. The Directorate should prepare separate plans for the development of elementary education and enforcement of compulsory attendance. This has also been suggested by Naik. Periodic evaluation of the working of the Office of the Directorate and the Plan Schemes launched in the field must be made by a Committee constituted of the members of the Directorate and the experts from the field.

13. The ministerial staff at all levels should be given special training in office work including accounts matters.

14. The Punjab state should launch state-wide campaign to educate the community by placing equal responsibility of the Education Department for the successful organization of the programme. Voluntary Organizations, Universities, Industrial and Commercial concerns in

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the state can do great service in this noble cause. The Indian Education Commission (1964-66) have also suggested the help and cooperation of Universities and voluntary agencies in this respect.

FINANCIAL MANAGEMENT

1. It is suggested that out of the total funds allocated to Education in the state, a higher proportion should be spent on elementary education. "The Indian Education Commission, 1882, felt that elementary education had been neglected and that larger financial allocations had to be made for its development." 2 "The Sargent Plan, 1944, allocated nearly two-thirds of the total educational expenditure to elementary education but a very restricted scale of expenditure on secondary and university education. The Kher Committee, therefore, suggested that 50 percent of the total educational expenditure should be devoted to elementary education." 3 Even in the Fourth Five Year Plan, the Punjab state has allocated less than 50 percent funds to elementary education (i.e. 47.9 percent) to the total educational expenditure.

With the aim of educating every child, allocation of 50 percent funds for elementary education may not be enough.

2. The non-teacher costs as compared to teacher costs were too little in the previous years. The proportion of non-teacher costs should be raised. In the words of Misra, "In the European countries, the teacher costs form about 70 percent of the total expenditure and this may well be a target for India." 4

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3 Ibid.,p.481.
4 Ibid.,p.496.
3. Bulk purchases are made hurriedly. It is suggested that the D.E.O.'s should prepare prospective plans for bulk purchases well in advance so that problems of allocation of budget demands are met in time.

4. For the last 21 years there has been a disparity between the percentage of boys' enrolment and that of the girls'. Therefore, the proportion of expenditure on girls' elementary education to total expenditure on elementary education should be increased to universalise education of the girls effectively. As recommended by the Women Education conference Punjab, Chandigarh, 1970, the girl students in the backward areas should not only be exempted from paying any funds but also be given such facilities as free textbooks, free mid-day meal and free school uniform, free transport, scholarships and stipends. Similar proposals have also been put forward in the 'blueprint'.

5. Unwillingness of lady teachers to serve in rural backward area poses a serious problem to the administrators in the Punjab state. The Education Department should allocate certain funds for the construction of residential quarters particularly for lady-teachers in the rural areas. The provision of quarters for teachers has also been suggested by the members of the Secondary Education Commission (1952-53) and also by the Education Commission (1964-66). As proposed

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1. Education in the Fifth Five Year Plan (1974-79), Ministry of Education & Social Welfare, Govt. of India, 1972, p. 22.
in the 'blueprint' certain allowances should be given to the women teachers who serve in rural areas.

6. The headmasters of elementary schools, do not utilize the building fund collected from the students in order to avoid correspondence and audit objection. With the result that the fund accumulates year after year. It is recommended that the Department should issue instructions to the heads of elementary schools that the fund collected be utilized to the maximum extent for the repairs/maintenance of buildings of the schools.

7. For the qualitative improvement in primary schools certain funds are necessary for various purposes which may be utilized for the welfare of the students. At present, in schools, there is only one fund called the Red-Cross Fund which is too nominal. The existing rate of fund may be revised and some new funds such as Health Fund, Audiovisual Aid Fund (of a nominal amount) may be introduced in the schools, with all concessions for the poor and deserving students. Free books and clothes for deserving students be provided by the government. The recent statement made by the Punjab Chief Minister Zail Singh that his Government was thinking of levying a cess on people in the higher income bracket to raise money for the children's health building programme is a most welcome step and a dire need of the hour.

TEACHER EDUCATION

1. The Education Department should arrange regular refresher courses in professional and organizational competency for the heads of primary and middle schools at the block level.

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2. The policy adopted by the Department, that is, to appoint at least one B.Sc. trained graduate (Master) in each middle school in the state, may be strictly adhered to and he should be given orientation in new knowledge and trends in the subjects of general science and mathematics, in order to ensure better standard of teaching in these subjects.

3. The magnitude of the elementary education in the Punjab may not allow at present the State exchequer to appoint subject teachers in all the elementary schools. However, inservice education programmes particularly in the teaching of General Science, Mathematics, Social studies and Languages should be introduced for the primary and middle school teachers at the block level by the Department. The B.E.O.'s should act as coordinators and should seek all sorts of help and cooperation from the personnel at the Directorate level. Academic staff of the State Institute of Education, State Institute of Science Education, and Guidance Bureau, and seasoned masters and teachers working in the high/higher secondary schools should also help and cooperate in this programme.

SCOPE FOR FURTHER RESEARCH

8-14. (1) This study was conducted to identify the problems in the administrative and financial set-up of elementary education. Each problem is now needed to be more thoroughly examined for improvement.

(2) An analytical study of the complaints lodged against the teachers and the cost incurred by the Education Department in dealing with them should be made.

(3) An intensive survey of the availability of physical facilities in primary and middle schools for the academic growth of pupils in the Punjab state may be conducted.
(4) A study of the time factor in the administration of elementary education for taking decisions with special reference to the opening of schools, creation of posts, appointment of teachers and filling up of vacant posts may also be made.

(5) There is also a need to conduct research in the theoretical aspects of administrative process.