CHAPTER -I
INTRODUCTION

Ever since the advent of the planning era in India, there has been an unprecedented expansion in the field of education. It cannot, however, be said that the standards achieved have been at par with those of the developed countries. The fact of the situation is that like other developing countries, India is faced with the problems of reorganizing education in such a way that the changing needs of the nation are met satisfactorily. In this context, it may not be out of place to mention that the declared policy of the government is to establish a socialistic pattern of society and take education to every door. The Indian Education Commission (1964-66) have observed:

"The present system of education, designed to meet the needs of an imperial administration within the limitations set by a feudal and traditional society, will need radical changes if it is to meet the purposes of a modernizing democratic and socialistic society—changes in objectives, in content, in teaching methods, in programmes, in the size and composition of the student body, in the selection and professional preparation of teachers, and in organization."

This observation clearly indicates that there is an urgent need for radical changes in the present educational system of the country. It seems extremely desirable that the problems confronting the present educational set-up are distinctly probed and pinpointed so that concrete steps in this direction may be taken. As things are, all the different stages of education, i.e. elementary, secondary and higher have problems typical to their respective fields. Since, however, elementary education is the base on which the whole structure of the educational system is erected,

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it needs a thorough investigation.

Even after two decades of Independence, India is struggling with the serious problems of administration and finance of the whole of the elementary educational set-up. This in turn, may be responsible for an unsatisfactory and slow rate of quantitative vis-a-vis qualitative progress. But this sorry state of affairs cannot be adequately explained unless the problems of elementary education and their far reaching impact are scientifically investigated and established. The present investigation is a step in this direction.

According to the Indian Constitution, Education, as a whole, comes under the control of the state governments. Hence, it becomes imperative that the present study be confined to administrative and financial problems of elementary education at the state level.

THE PROBLEM

1-1. The problem chosen for this study can be specifically stated as:

"Administrative and financial problems of elementary education in the Punjab and their impact on the educational progress of the state".

To facilitate understanding of the full implications of the problem, the concepts used in stating it are described below.

ELEMENTARY EDUCATION

1-2. The phrase 'elementary education' connotes primary, basic, fundamental, rudimentary, or the first stage of formal vis-a-vis informal education which may be considered essential for each individual child born. In fact, it serves as a foundation of all higher education including secondary, college, university and adult
for the preparation of future life. It is almost a universal practice to take care of the child till he is an infant. It is only where the government itself takes up the responsibility of educating the child since his birth that guardians or parents generally do not contribute to the initial training of the child.

In most of the affluent societies of the West, facilities for Nursery and Kindergarten education are being expanded. However, at present it is available to a small minority only. In India most common schools which provide formal education initially are primary schools. These primary schools normally have classes I-V, although variations may be found in different states or areas of this country. There are also a number of schools which combine the primary stage with the lower/junior secondary stage of education. These are generally called middle schools and have classes from first to eighth grade.

As a matter of fact, the concept and the nomenclature of elementary education have a long historical past throughout the world and have remained a debatable issue of educational research at different times and in different countries/territories. However, the general objectives of primary education which are common for all nations, as stated in the World Survey of Education, are to provide for the physical, intellectual, moral, and emotional development of children in the early ages when they acquire instruction in such basic skills as reading, writing, arithmetic, rudiments of science, and develop their attitudes and adapt themselves to their social environment. It is the first formal education of the child and the basis of all further education, whether general or vocational.

Carter V. Good says, "Elementary education is the period of formal education beginning in childhood, usually at the age of 5 to 7 years, and ending approximately with adolescence; defined as including grades 1-8, and sometimes nursery school and kindergarten." In this definition Good has related elementary education to the stages of development of the child and has tentatively specified its duration.

Another definition of elementary education by Good is also significant, "Elementary Education is the division of any educational program that is concerned primarily with general education, including those skills, facts and attitudes which are required by society of all its members; opposed to secondary and higher education as being less specialized in content and less selective as to pupils or students." Here Good has emphasized the significance of elementary education as a compulsory course for all children irrespective of their aptitudes and interests, propensities and capabilities; and has separated it from secondary or vocational education. Encyclopedia of Modern Education describes elementary education:

"Traditionally limited to mastery of the three R's, the aims of elementary education have been broadened in recent years to comprise the furtherance of all aspects of wholesome growth and development of children. There has been a gradually increasing acceptance of responsibility for the development of physical and mental health, worth while leisure interests, social adjustment, emotional balance, the higher intellectual abilities, and the habits and attitudes that promote democratic living."

This definition clearly illustrates that the scope of elementary education has been widening and its boundaries have been

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2 Ibid.
expanding with the passage of time necessitating the provision for
the maturity of the child who completes elementary education. In this
regard the report of the Indian Education Commission (1964-66) is
relevant. The Commission while describing an integrated approach to
'school education', gave a vivid explanation of different stages of
school education on psychological, social and cultural considerations
as understood by the different educational thinkers at different times.
In the words of the Commission, "the three stages of education (pre-
primary, primary and secondary) are regarded as corresponding to the
three stages in the development of a child--infancy, childhood and
adolescence."

With regard to the various stages of education, it is
difficult to draw a line of demarcation between primary and secondary
education. As the World Survey of Education points out that "there
is no clear dividing line between the primary and secondary level
either at a certain age or after a certain number of years completed
at school." The Indian Education Commission (1964-66) maintain that
the dividing line between various stages of school education are
arbitrary and varies from place to place. But, for administrative
purposes, it is, however, quite essential to draw a line of demarca-
tion between the different stages of school education. What should
be the duration of elementary education? When should it begin? And
at what age level should it be completed? All these questions have
been controversial through ages, and are not resolved as yet.

In the United States of America, there is divergence in
pattern of elementary education, but most of the states provide

eight years' schooling between the age-group 6-14, which roughly
corresponds to the existing pattern of elementary education in India.
Article 45 of Indian Constitution 1950, envisages free and compulsory
elementary education for all the children in the country until
they complete the age of 14 years. It means that a child who joins
the school at the age of six and studies there till he completes the
age of 14 years normally would have eight years of schooling. The
World Survey of Education pertinently concludes on the duration of
elementary education in the following words:

"The duration of the primary school course in different
countries may range from four to eight years or more. Here
national usage is by no means uniform even within the national
territory. In federal countries, such as Australia, Canada,
the Federal Republic of Germany, India, and the U.S.A., varia-
tions of some importance occur, although they may be apparently
eliminated when national statistics are based by convention
upon a single span (e.g. the U.S.A. Biennial Survey of Education
uses an eight year span in reporting elementary school
enrolment,.....)"1

The same analogy with regard to elementary education is
applicable to the practice prevalent in different states of the Indian
Union. Education being the state subject, different states of India
follow different patterns of elementary education. However, the
elementary schooling duration is, by and large, eight years. The
educational statistics at the national level are maintained on the
basis of 8 years pattern of elementary education I-VIII classes as
given in the Indian Year Book of Education—Elementary Education.2
In the state of Punjab also, elementary education spreads over
eight years as is evident from the statistics they maintain for classes
I-VIII. 3

1 Op.cit.,p.44.
2 The Indian Year Book of Education, Elementary Education, N.C.E.R.T.
New Delhi, 1965, pp.632,633,644,650,(Tables 3c,4c,5c,6c,7c).
3 Govt. of Punjab, Fourth Five Year Plan(1969-74) on General
Education. Chandigarh: Directorate of Public Instruction, pp.3-4.
The duration of compulsory schooling is not the same in all the states of the Indian Union. According to the Report of the Education Commission (1964-66), out of 16 states, 10 states (Andhra Pradesh, Assam, Nagaland, Jammu and Kashmir, the Punjab, Rajasthan, West Bengal, Madhya Pradesh, Madras and Uttar Pradesh) follow 8 years of lower and upper primary education, whereas the other 6 states (Bihar, Gujrat, Maharashtra, Kerala, Mysore and Orissa) have 7 years pattern of lower and upper primary education. This fact leads one to conclude that so far as India is concerned, not a single state has less than 7 years schooling at the elementary stage while assuming 6+ as the age of admission of the child. It may, however, be added that a majority of the states are following 8 years schooling and also in those states where the elementary schooling is 7 years, some of the territories in these very states are also following 8 years pattern.

It will be in the fitness of things to mention briefly, the pattern of elementary education in the state of Rajasthan which is adjacent to the Punjab state and also has analogous system of elementary education. In Rajasthan the duration of the elementary education is 8 years split up into two sub-stages—primary and middle consisting of classes I-V and classes VI-VIII respectively. Here the middle classes are allowed to be attached either to a primary, or to high/higher secondary school. It is interesting to note that sometimes there are middle schools with classes VI-VIII. It may be

added that at elementary level, the state has adopted Basic Education and has enforced an integrated syllabus for classes I-VIII in all the schools.

**Pattern of Elementary Education in the Punjab**

1-4. The pattern of elementary education in the Punjab, is, by and large, similar to the pattern being followed in the state of Rajasthan. The primary schools impart instruction to the children normally in the age-group 6-11, who study in classes I-V, and this is the first sub-stage of elementary education. The middle schools, having classes I-VII, cater to the needs of children normally in the age-group 6-14, and thus complete both the first and the second stages of elementary education. Although, numerically limited, the junior basic schools having classes I-V and senior basic schools having classes I-VIII, also impart instruction normally to the children in the age-groups 6-11 and 6-14 respectively. Almost all the primary and middle schools, junior basic and senior basic schools in the Punjab are co-educational. Of course, there are a few high and higher secondary schools where classes I-V are allowed to be attached with them. The middle stage, i.e., second sub-stage of elementary education consists of classes VI-VIII, as referred to above, which are allowed to be attached either to a primary or high/higher secondary school. Unlike in Rajasthan, the middle schools which have only classes VI-VIII, do not exist in the state of the Punjab. At elementary level, an integrated syllabus has been enforced for classes I-VIII in all the schools except for the inclusion of a basic craft in the junior and senior basic schools. Barring high and higher secondary schools, there are four kinds of elementary schools:

1. Primary schools with classes I-V.
2. Junior basic schools with classes I-V.
3. Middle schools with classes I-VIII.
4. Senior basic schools with classes I-VIII.

Being limited in number, the above mentioned basic schools have neither been given any special treatment nor has been maintained any distinction between the Basic and Non-basic for the analysis of the data and discussion of results, for the simple reason, that the Basic and Non-basic schools follow the same curricula except the inclusion of one basic craft in the basic schools. It may, however, be pointed out that the high/higher secondary schools which have classes I-X/XI or classes VI-X/XI have been excluded from the scope of this study. The enrolment in classes I-VIII of these schools alone has been included here for the determination of the quantitative progress of elementary education in the Punjab.

ADMINISTRATIVE AND FINANCIAL PROBLEMS

1-5. A phrase which must be assigned clear meaning is "Administrative and Financial Problems", because it may convey different shades of meaning to different people with different backgrounds. In Ebel's Encyclopedia of Educational Research Millett says:

"Administration involves activities and processes which require specialization of efforts and sophistication in use. These have frequently been identified as including such activities as planning, programming, budgeting, staffing, constructing, supplying, servicing and evaluating and such processes as leadership, organization, communication, and coordination. Administration as a set of more or less well-defined activities and processes occurs in every organized enterprise."

by Millet above. When the set of activities and processes in an administration have a smooth functioning, it proceeds to the attainment of its organizational goals normally. But if there are obstructions and hindrances in the process, several problems crop up and they become barriers in the normal running of the administrative process and, thus, hamper the achievement of the organizational goals.

In the organization of elementary education, the activities and processes which are involved in its administration face various types of obstacles. These form the problems of administration. It is in this context that the phrase administrative and financial problems have been used in the setting of PROBLEM for this study. A full discussion about the PROBLEM follows in the second chapter.

Impact of the Problems on the Progress of Education

1-6. When barriers obstruct the smooth process of administration and the management of finances, the progress of organization is adversely affected. In the organization of education, the administrative set-up is a very important determinant in the progress of education. If there were to be no obstacles or barriers in the process of administration, education would progress and prosper. On the other hand, if educational administration is confronted with multitudinous problems, the progress of education may be woefully retarded. It is in this context that the present study seeks to bring out for due consideration the impact of such problems in the way of the progress of elementary education.

Also, progress may be defined in quantitative as well as qualitative terms. The term quantitative progress refers to the increase in the enrolment of the students, progress of girls'
education, education of the backward classes, education in different
districts etc. In the same way qualitative progress means the
increase in the efficiency of teachers, improvement in curriculum
and textbooks, administration and supervision, provision of better
accommodation, equipment and furniture etc. in schools.

AIMS OF STUDY

1-7. A. The main aim of the study is to assess the IMPACT
of administrative and financial problems of elementary education
upon the PROGRESS OF ELEMENTARY EDUCATION.

B. The subsidiary aims of the study are given ut infra -

i) To locate the administrative and financial PROBLEMS of
elementary education in the State of Punjab.

ii) To analyse the Decisions taken by the administrators
to solve their day-to-day problems at the school and the
block levels.

iii) To offer SUGGESTIONS for better administrative and
financial organization of elementary education.

BASIC ASSUMPTION

1-8. The following assumption has been formulated:-

Elementary education is confronted with a variety of
administrative and financial problems which may be standing in the
way of speedy progress of elementary education.

JUSTIFICATION

1-9. Unlike their progress in advanced countries of the world,
the studies in Elementary Education in India are still in their
nascent stage. In the past, it had remained the most neglected area
of research. But after Independence, educationists have started
taking serious interest in this stage of education. The researchers
have started treading new grounds. It may, however, be said that only
a few studies are available which may be called comprehensive and
may be considered as capable of giving a direction to the progress of
elementary education. The present study is justified because it seeks to fill this gap. Naik in his book on Elementary Education in India has lamented the non-implementation of the universal compulsory elementary education programmes in India. He says:

"The Grand Old Man of India, Dadabhai Naoroji, on the 16th September, 1882, submitted a note to the Indian Education Commission pleading for the introduction of Universal Elementary Education in India. That dream of this great man is unrealised even to this day."1

Neglect of elementary education in the past and even at present has been responsible for an allround under-development in the country. Rao points out that the fact that a large mass of people remained illiterate had "its repercussions on different aspects of national development and progress". It is, therefore, of utmost importance that the programme of compulsory elementary education be effectively introduced. But this cannot be done unless one is able to locate the problems at this stage of education. In fact, the efforts in the direction of the introduction of Universal Elementary Education mean the overcoming of the barriers which in the past, and also at the present, have obstructed or are obstructing the progress of education in this land. The present study is, therefore, important and justified because it seeks to locate and analyse those barriers which have to be removed not only for the spread of Universal Elementary Education but also for accelerating improvement in the quality of education.

It may be pointed out that the situation regarding elementary education in the Punjab is quite dismal. This assertion is

based on a number of Press Reports. In a recent Press Report based on a unanimous opinion of a large number of Education Officers and Teacher-educators interviewed by the correspondent of The Tribune about the state of affairs in primary schools in the Punjab, it was stated, "Primary schools in the Punjab continue to be in bad shape. Their functioning has greatly deteriorated mainly due to the continuing lack of congenial atmosphere in the schools and shortage of proper buildings and staff". In another Press Report it was stated that the enrolment of children in the primary school is low. The Report read:

"Enrolment for education in the Punjab is very low as compared to the enrolment in other states which are not so prosperous as Punjab. The enrolment of children in the age-group 6-11, for primary schools in Punjab is nearly 72 percent which is less than the all India average of 80 percent."

This dismal picture of elementary education in the Punjab needs a thorough investigation. The present study is a step in this direction.

METHODS AND TECHNIQUES

The present investigation was planned at two levels, the extensive and the intensive.

Extensively, the whole state of Punjab and, intensively, only two districts of Punjab, namely, Bhatinda and Ludhiana were chosen for the study.

The methods employed for this study were 'Historical and Descriptive'. A number of techniques were adopted. Important among them were— Diary Technique, Questionnaire, Interview, and Observational Technique. These were supplemented with the personal

1 The Tribune(A Daily), Chandigarh, June 19, 1969.
examination of the documents. Details of methods and techniques are given in the fourth chapter.

LIMITATIONS

1-11. The present study has been restricted to the administration of elementary education in the state of Punjab since 1950—the year of the promulgation of the Indian Constitution. However, the data since the beginning and even earlier than the twentieth century were collected for tracing the historical development of elementary education in the State. Further details are mentioned below.

1. Elementary Education in this study does not include Nursery and Pre-primary, technical and special education at school or college stage.

2. Administration and financing of unaided and unrecognised schools do not come under the purview of this study.

3. The sample of schools has been drawn from the Government schools only. Since the number of non-government schools is microscopic in relation to government schools, they have not been taken for locating the problems.

4. Training schools and colleges of education do not come under the scope of this study.

5. Educational progress of the state has been studied at the elementary stage only.

6. The primary and middle departments of high and higher secondary schools have not been included in this study for locating the problems.

Additionally, the present study excludes the following items of expenditure as referred to in the Education Commission Report.

1. Expenditure incurred by the guardians of the students on their education, except fees paid;

2. Schools which do not receive any financial aid from the state government.

3. Schools which are not recognised by the Education Department of the state.

2. The 'opportunity costs' which are defined as the foregone income which would have been earned by the students if they had engaged themselves in some direct or indirect productive activity instead of attending the school;

3. The expenditure figures of unrecognised institutions;

4. The expenditure on pensions due to retired employees of Government in Education Department (inclusive of teaching and non-teaching staff; and

5. The expenditure on administration and other expenditure of private societies conducting educational institutions.

DESIGN OF THE RESEARCH REPORT

1-12. This Research Report is presented in EIGHT CHAPTERS.

The FIRST CHAPTER gives the general introduction to the study.

The SECOND CHAPTER clearly defines the PROBLEM and also presents a rationale for it.

In the THIRD CHAPTER, related studies are mentioned, and the FOURTH CHAPTER deals with sample, methods and techniques in detail.

Further, FIFTH CHAPTER deals with the administrative and financial problems at the school, block, district and higher levels of administration and SIXTH CHAPTER is devoted to the quantitative and qualitative progress of elementary education.

SEVENTH CHAPTER shows the impact of the problems on the progress of elementary education in the state of Punjab.

Conclusions and suggestions are given in the LAST CHAPTER, and in the end, is provided scope for further research, summary, bibliography, and appendices.