CHAPTER - I

INTRODUCTION
Education, culture and civilization are the triple ingredients which are indispensable for human advancement and social progress. While society is a ship, education is a steering rod and the other two are its propellers. In other words, education plays a dominant role in making strides of sophistication and modernisation.

The concept of education is playing a significant part in the process of transformation and broadening of human mental horizon and also in bridging the gap between conservative and innovative, stupid and intellectual, and inept and germane.
It is an accepted doctrine that civilization and education are the two sides of the same coin and they always travel side by side. The promotion of these two institutions brings out certainly the social, cultural, political and economic growth of a motion. This, in turn, is made through the enhancement of the status of educational institutions in the contemporary society. Thus education is the backbone of any progressive nation.

Educational institutions, now-a-days, have become the agencies of eradication of the social evil of illiteracy in all developing and advanced countries. The institutionalisation of agencies of literacy has become one of the most dominant approaches adopted in the third world countries. These agencies have switched over radically from their traditional gurukul system to modern school and college system. The developing countries like India, to keep pace with the rapidly developing and advanced nations also made it a de rigueur to go for the establishment of institutions of knowledge, places of learning, and temples of enlightenment. The civilization of any nation is reflected only through the rate of literacy which in turn, indicates the growth and emergence of the educational institutions.

PART - A

INDIAN EDUCATION - A HISTORICAL RETROSPECT

The story of Indian Education is as old as the story of Indian civilization, right from the Vedic Age, when the Aryans settled in the land of seven rivers (Sapta Sindhu), rendered songs in praise of Divinity, established a four-fold caste system and four-fold goal of human life (Varnashrama dharma). This panorama spreads more than 400 years, during which period India had different systems of education in accordance with the changing needs of the times. Besides the Aryans, different races and religions flourished during this long period and preserved their essence, and also brought out the concept 'unity in diversity' 2.

A knowledge of history helps us to a discovery of the germinal seed out of which our future society takes birth 3. Keeping it in view, contemporary education can find the right sense of direction. Whatever aspect of education


that we choose for study, our viewpoint should be objective, and it is the historical perspective that grants objectivity to the study of educational problems. A study of the growth, the ancestry and the culture of education opens before us a new horizon of thought.

A historical account of the development of education in India through different ages can broadly be divided into the following periods - (a) Education in the Vedic period incorporating Brahmanic system and Buddhist system, (b) Education in the Muslim period, (c) Education in the British India, and (d) Education in Independent India.

a) EDUCATION IN VEDIC PERIOD

The Vedas occupy the first place among the ancient texts which provided knowledge about ancient Indian education and society. As is the case today, even in that period, the home was the child's first school. The family was his primary school. He learnt many things unconsciously as a part of his growth and development. In those days, the foundation of education lay in religion and religious activities. Knowledge, awakening, humility, modesty etc., were often used to characterise education. Education was regarded as the source of light.
The educational institutions in the Vedic period were commonly known as "Gurukuls". In this period, education had an idealistic form, in which the teachers laid stress upon the worship of God, spirituality, formation of character, development of personality, creation of an attitude towards the development of culture, nation and society. In this period, the educational process was centred round the teacher. Women education was a more complex task than the education of men because man's ego had generally adopted a biased view of the education of women.

Because of the 'Varnashrama Dharma' in society, the roots of education had spread over not only to spiritual education but also to vocational education. The Brahmin sages, and purohits performed the task of teaching. It was compulsory for the kshatriyas to study logic, the Vedas, military science, public administration and diplomacy. The Vaishyas were educated in agriculture, animal husbandry trade and commerce. The students were also taught about manufacture of weapons, sculpture, drawing and painting and other material subjects. Among other professions education was also imparted in the science of medicine, i.e., "Ayurveda".

4. Ibid., p.5.
Brahminic system

During the early Vedic period, several teachers, called "Gurus", provided instruction to a smaller number of disciples. The primary object of education was religious in character. The studentship was characterised by religious ceremonies, offering prayers, sacrifices, memorising Vedic hymns and observing a strict code of conduct in accordance with the rules of celibacy. The Brahman child need to begin his education at the age of eight, the kshatriya at eleven as vaishya at twelve. In this system, knowledge was imparted orally and education included physical, spiritual and material development of the pupil.

In the post-Vedic period, the same system of Brahmanic education remained in vogue for centuries till the Buddhist system of education replaced it.

Buddhist system

Buddhism emerged as a reaction to Vedic ritualism. The Buddhists began to establish educational monasteries in competition to the Vedic system of education. Initially, the Buddhist monasteries or viharas provided education only

to the Buddhists, but gradually they imparted education to all classes. The Buddhist education came into existence in the 5th century B.C.\textsuperscript{6}. The system of education was basically spiritual in content, although other subjects like arts, handicrafts, military science, the science of taming of animals, archery, geology, arithmetic were also taught.

Among the notable educational centres that sprang up during the Buddhist period were at Taxila, Nalanda, Vallabhi, Vikramasila, Jagaddala, Mittila, Nadia and Odantapuri. The most prominent centres among these were at Taxila and Nalanda. These two centres of learning earned an international reputation in no time, and attracted scholars not only from different parts of India but also from China, Japan, Tibet and several other countries.

b. EDUCATION IN MUSLIM PERIOD

The Muslim conquest of India occurred at a time when Islamic education was passing through its dark ages when the schools have lost their wider ideals of culture and were pre-occupied in sectarian controversies among themselves. The onset of the Muslim rule in India saw the starting of

\textsuperscript{6} Suresh Bhatnagar, op.cit., p.19.
small village schools near the mosques where nothing more than prayers and maxims from the Quran were taught.

Mohammed Ghorl, the first conqueror to settle in Delhi, replaced temples with mosques, Pathasalas with maktass (primary schools) and madrasas (high schools). His successors - Kutb-ud-din, Altamash, Sultana Raziya, Nazir-ud-din, Balban - followed the same policy. Firoz Tuglak got the place of honour of starting a residential university where students and professors were maintained on Government scholarships and endowments. While the Delhi kings were helping education, the rulers of independent states like, Ahmad Nagar, Malwa, Golkonda, Sindh, and Bijapur started village schools where religion and learning grew side by side.

Among the Moghul emperors, Humanyun built a madrasa in Delhi. It was during Akbar's reign the Hindus and the Muslims studied in the same schools and colleges and went through the same curriculum; while the Muslims learnt Quoran, Hindu students learnt Vyakarana, Vedanta and Patanjali's "Commentary on Yoga". A college at Fatepuri Sikri besides madrasa at Agra and Gujarat were his contributions. Shah Jahan was responsible for starting Imperial College at Delhi in 1650.

Though there was diversity in the promotion of education, none of the Muslim rulers denied the principle that every child should be educated in his own religion if he was educated at all. Earning a living through education had not yet become the principal goal of education and so the utilitarian point of view did not exist.

The Educational system in the Medieval or Muslim period had a number of special characteristics. It was basically religious in character. It emphasised personal relation between teacher and pupil. It was individual rather than mass education of the present times. A teacher had a small group of students and he paid individual attention to them. Education was in a way, a family process. This aspect of education is sadly missing in the present set-up.

c) EDUCATION IN BRITISH INDIA

Though the missionaries opened schools for the children of the employees of the East India company, soon they started their work of making Christ known to the people with whom they would trade and therefore, started schools for non-catholic children. They were given education often.

even feeding, clothing and supplying them with free books and slates. There came thus into existence three kinds of schools - Vernacular schools, Missionary schools (teaching English) and Government (company) schools teaching either in English or in the Vernacular. The Calcutta Madrasa, the Benaras Sanskrit college, the Calcutta Sanskrit college, the Calcutta Vidyalaya, the Murshidabad Madrasa survived with the patronage of Rupees 1 lakh annual grant. The Calcutta Madrasa became the first Government college in 1819.

Then came the famous Macaulay's Note which was endorsed by Lord William Bentinck which inaugurated a policy that guided Indian Education ever since. The note began with the theory of "infiltration" and also initiated English Education in India starting with the teaching of European literature and science through the medium of English. The proclamation of Lord Hardinge that 'preference shall be given to those who have been educated in English schools for public offices' enhanced their reputation.

Sir Charles Wood's dispatch of 19th July, 1854 sanctioned three universities - Calcutta, Bombay and Madras - in the model of London University. The admission to these Universities was based on a pass in the matriculation.
examination. Secondary education, instead of preparing the students for life, became a stage of preparation for the University from which stage it is yet to come out. The starting of village schools by villagers themselves promising grant-in-aid and introduction of an inspecting agency, introduction of a regular education mess were also the contributions of this Wood's dispatch.

The Hunter Commission of 1882, laid stress on primary education making its place in public instruction important and making provisions for its expansion in a larger measure. The establishment of local Bodies with a certain degree of control over primary education was another recommendation. Though this lead to the expansion of schools in number, it was a progressive domination of the school by the University from 1882.

During the period of Lord Rippon, the Municipal Act and the Local Self-Government Acts were passed. The Commission of 1882 made it obligatory on the part of these local bodies to give free education in their own schools. It abolished the distinction between English primary and Vernacular primary schools making all primary schools teach in vernacular. The Madras Local Bodies Act, 1884 made primary education as the chief care of District Boards. The progress was however retarded by famines and earth quakes
which occurred during the end of 19th century in India. It was Lord Curzon's resolution of 11th March, 1904, that made the Government of India to accept the above extension of primary education as one of the most important duties of the State, perhaps based on the observation of Lord Lawrence, who observed in 1868, "among all the sources of difficulty in our administration and of possible danger to the stability of our Government, there are few so serious as the ignorance of the people".  

Gopala Krishna Gokhale introduced his Elementary Education Bill in the Imperial Legislative Council in 1910. By then, Baroda was the only State where elementary education had been made compulsory by its ruler in 1907. On the promise of the then Home Minister that his bill would receive due consideration, the bill was withdrawn by Gokhale. In 1910, education was erected into a separate department under the care of a member of the Viceroy's Executive Council and Gokhale's proposal was shelved. Gokhale brought in another bill to make better provision for elementary education in which he suggested the compulsion should be introduced in those areas where certain percentage of boys and girls was already receiving instruction. But

10. Ibid., p.7
That was unfortunately rejected in the Imperial Legislature by 36 votes to 13.

Though the Bill was rejected, education became free in many provinces. Many provinces also passed primary education Acts. Madras Province passed the Elementary Education Act of 1920. It directed the formation of a District Educational Council consisting of elected and nominated representatives of all important interests and holding posts (without pay) for 3 years. The council would grant recognition to schools, decide grant-in-aid to schools and levy on education not more than 25 per cent of the taxes. However, these councils did not work satisfactorily and in 1927 Sri.R.M.Statham recommended their abolition and transferred the powers to the District Education Officers.

Then came the Abbas-Wood commission providing for bifurcation of studies at high school stage into two courses, one leading to literacy and the other to vocational. However, the bifurcation did not result in very much other than the introduction of Book-keeping, shorthand and the type-writing. The medium of instruction in secondary schools was changed to mother-tongue from English. These efforts also got a stop in 1939 when the popular government resigned. But with the return of Congress to
power in 1947 after Independence renewed efforts were made in this direction.\textsuperscript{11}

d) EDUCATION IN INDEPENDENT INDIA

The history of education in India took a significant turn since the fateful day of August 15, 1947. Slaves had finally won independence and in the free air of independence attention turned towards changes in education, formulation of an educational policy and the need of the country. The first milestone in the development of education in independent India was the enactment of the Indian Constitution.

Constitutional provision for Education

The preamble of the Constitution declares the solemn resolve of the people of India to constitute into all the citizens—Justice—Social, economic and political; Liberty of thought, expression, belief, faith and worship; equality of status and opportunity; and to promote among them all fraternity, assuring the dignity of the individual and the unity of the nation. These ideals have to be born in mind while framing the policies and pattern of education for the country.\textsuperscript{12}

\textsuperscript{11} Ibid., pp. 7-8.

The constitution also incorporates certain provisions which directly relate to education. These are contained in the list of fundamental rights, cultural and educational rights, particularly the protection of minority interests, the directive principles of state policy and the language policy. The important provisions include the following:

ARTICLE 28:

1. No religious instruction shall be provided in any educational institution wholly maintained out of State funds;

2. Nothing in clauses (1) shall apply to an educational institution which is administered by the State but has been established under any endowment or trust which requires that religious instruction shall be imparted in such institution.

3. No person attending any educational institutions recognised by the State funds shall be required to take part in any religious instruction that may be imparted in such institution, to attend any religious worship that may be conducted in such institution or in any premise attached thereto unless such person, or if
such person is a minor, his guardian has given his consent thereto.

ARTICLE 29:

1. Any section of the citizens residing in the territory of India or any part thereof having a distinct language, script or culture of its own shall have the right to conserve the same.

2. No citizen shall be denied admission into any educational institution maintained by the State or receiving aid out of State funds on grounds only of religion, race, caste, language or any of them.

ARTICLE 30:

1. All minorities, whether based on religion or language, shall have the right to establish and administer educational institutions of their choice.

2. The State shall not, in granting aid to educational institutions, discriminate against any educational institution on the ground that it is under the management of minority, whether based on religion or language.
ARTICLE 41:

The State shall within the limits of its economic activity and development, make effective provision for securing the right to work, to education and to public assistance in cases of unemployment, old-age, sickness and disablement, and in other cases of under-served want.

ARTICLE 45:

The State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, free and compulsory education for all children until they complete the age of fourteen years.

ARTICLE 46:

The State shall promote the educational and economic interests of the weaker sections of the people, and, and in particular of the Scheduled Castes and Scheduled Tribes, and shall protect them from social injustice and all forms of exploitation.  

EDUCATION ON THE CONCURRENT LIST

The 42nd Constitutional Amendment (1976) brought about drastic changes in the Indian Constitution. It put education, hitherto a State subject, on the concurrent list. The amendment makes Central and State Governments equal partners in enacting laws regarding education. The Union became supreme over States in enacting laws regarding education. The executive power is given to the Union to give direction to the States. The States have limited powers to the extent that those do not prejudice the exercise of the executive powers of the Union. This is a commendable step taken by the Government because this will enable them to evolve a uniform policy of education throughout the country.

IMPORTANT EDUCATION COMMISSIONS IN INDEPENDENT INDIA

A number of Educational commissions have been set-up from time to time to make the system of education in India much more broad-based and comprehensive and at the same time streamline the administration. The most important Commissions are (a) Radhakrishnan Commission or University Education Commission (1948-49), (b) Mudaliar Commission or Secondary Education Commission (1952-53), (c) Kothari Commission (1964-66) and (d) Ramamurthy Committee (1990).
a) UNIVERSITY EDUCATION COMMISSION (1948-49)

A University Education Commission was appointed in 1948 under the Chairmanship of Dr. Radhakrishnan. This Commission came forward with numerous suggestions for the improvement of education at the University level, and in consequence the following changes occurred:

1. emphasis was laid on teacher education and training,

2. the curriculum was made comprehensive and diverse to accommodate the interests, abilities and talents of students,

3. research began to flourish,

4. religious and moral education came to be imparted,

5. importance was given to the three-language formula for solving the language problem,

6. many reforms in the system of education were carried out.

In addition to that, many steps for student welfare, education of women and related issues were taken up. Dr. Rajendra Prasad's opinion of this commission was that the commission had presented a very valuable document on the
achievements of education in our Universities and that it had provided useful suggestions for the attainment of varied specialised skills.

b) MUDALIAR COMMISSION (1952-53)

A Secondary Education Commission was appointed in 1952-53 under the Chairmanship of Dr. Lakshmanaswami Mudaliar to give valuable suggestions for the re-organisation of Secondary Education. On the basis of this Committee's recommendations the following changes have been brought-up in education:

1. the higher secondary programme was extended to 11 years,
2. stress was laid on the establishment of multipurpose schools,
3. the curriculum was made comprehensive and varied,
4. objective testing was given importance,
5. schemes for welfare of teachers were proposed.

c) KOTHARI COMMISSION (1964-65)

Under the Chairmanship of Dr. Daulat S. Kothari, a

15. Ibid., p.67.
National Education Commission was set-up in 1964. It put forward a national education scheme for the next 20 years. This commission has given Indian Education a new direction. It has reflected upon the entire spectrum of education from its objectives to its economic aspects, and in consequence, it has raised many illuminating questions for the country's educationists to reflect upon.

In the context of the establishment of this commission, the Central Government stated that the Commission had been appointed to advise the Government on educational policies, national standards of education, and on the potential for development in every sphere of education. The prefactory statement throws light on:

1. Education and national ideals,
2. Method of education, its structure and level,
3. the standard of the teacher,
4. Teacher training,
5. Enrolment and manpower,
6. equality in the opportunities for obtaining education,
7. The parameters of educational problems of schools,
8. Method of education, direction on guidance, and evaluation,
9. School education, administration and inspection,
10. Environment for higher education and programmes,
11. Sovereignty of Universities,
12. Agricultural education,
13. Professional, technical and engineering education,
14. Scientific education and research,
15. Adult Education,
16. Educational planning and administration, and
17. The economics of education.

With reference to the prospects of this commission, the then minister for education, Sh. Mohammed Karim Chagla said that the prospectus was a kind of "Magna Carta" for teachers. In it, thought had been given to national and social service, salaries of teachers, the language formula etc. This preface led to many important turning points in the sphere of education. Of these, the three language formula became a subject of considerable discussion.

d) RAMAMURTHY COMMITTEE (1990)

In persuance of its election manifesto, the National Front Government headed by Viswanath Pratap Singh, appointed a Committee on 7th May, 1990, with Acharya Ramamurthy as its Chairman and S. Gopalan as its Member-Secretary, to review

16. Ibid., p.69.
the National Policy on Education (NPE), 1986. The Committee submitted its report to the Minister of State in the Ministry of Human Resource Development on 26th December, 1990. The report was tabled in the Parliament on 9th January, 1991\textsuperscript{17}.

Terms of Reference of the Committee for Review:

a) to review the National Policy on Education, 1986 and its implementation;

b) to make recommendations regarding the revision of the Policy; and

c) to recommend action necessary for implementation of the revised policy within a time frame.

Major Observations and Recommendations of the Committee are as follows:

1. In order to achieve social justice and thereby remove elitist aberrations, education as been viewed by the committee in the overall context of social, economic, regional and gender based disparities.

2. A very vital component of the overall strategy for securing social justice in education is the

development of the Common School System. Concrete steps for translating this concept into action have to be taken. In order to achieve this objective, the existing Government, local bodies and Government-aided schools have to be transformed through quality improvement into genuine neighbourhood schools. Private schools also should be similarly transformed in course of time by making them freely accessible.

3. The rural areas in general, and the tribal areas in particular, have suffered in terms of resources, personnel and infrastructural facilities. This phenomenon of regional disparities has to be removed.

4. In order to promote women education, there is a need for an integrated approach in designing and implementing the schemes that would address all the factors that inhibit their education.

It also throw light on Examination Reforms, Decentralised Planning and Management of Education, University Autonomy, Participative Education at every stage, Value Oriented Education etc.
A BRIEF REVIEW OF NATIONAL EDUCATIONAL POLICIES

Education was always accorded an honored place in Indian Society. The great leaders of the Indian freedom movement realised the fundamental role of education and throughout the nation's struggle for independence, stressed its unique significance for national development. In the post-independence period a serious attention has been paid by the Central and State Governments towards the development of education in the country. The problems of educational reconstruction were reviewed by several educational committees and commissions, viz., Radhakrishnan Commission, Mudaliar Commission, Kothari Commission have declared that the Government of India should make a declaration of its natural educational policy so that states and local autonomous bodies may have guidelines for preparing and implementing educational plans for their areas 18.

NATIONAL EDUCATION POLICY, 1967

For the first time on 5th April, 1967, a committee of members of Parliament was set-up by the Union Government of India to frame the national policy on education in order to follow the path of national development. After the careful observation of the existing system of education, the

committee submitted its report highlighting the following items:

A. Attention should be paid to the development of pre-primary education through voluntary agencies,
B. Free and compulsory primary education for all children up to the age of fourteen years,
C. Uniform educational structure in all parts of the country,
D. Adoption of Indian Languages as media of education at all stages.

The Government of India accepted almost all the recommendations of the aforesaid committee and announced its National Educational Policy in 1967. It was welcomed in every part of the country and no doubt it was an important historical event for education in independent India, because this was the first attempt to give some sense of direction to the country's aimless and unplanned educational system which has been drifting since independence.

NATIONAL POLICY ON EDUCATION, 1979

Every Government has its own policies regarding economy, agriculture, industry and education. In March, 1977, the Janata party formed its Government at centre. It thought that the existing educational policies were not very
much effective, and as a result, the national policy on education was presented to the parliament in April, 1979\textsuperscript{19}.

The proposed national policy on education laid great emphasis on the following items: Universal elementary education; incentives such as mid-day meals, free textbooks, stationery, and uniforms should be provided to poor pupils; special attention on the education of girls and children of scheduled castes and scheduled tribes; adult education; improving quality of secondary education; vocationalisation of secondary education; expanded facilities for higher education through correspondence courses and part-time studies; development of University education and fundamental and applied research; establishment of agricultural universities; introduction of traditional systems of medicine like Ayurved, Unani, Siddha, Yoga and Homeopathy besides Allopathy; making physical education as an integral part of education.

\textbf{NEW EDUCATION POLICY, 1986}

During the last three and a half decades, there has been a three fold increase in the number of educational institutions in the country. But the large scale expansion of the system, however, did not result in quality or

\textsuperscript{19} Ibid., p.475.
uniformity for community. The disparities and imbalances between poor and rich, men and women, urban and rural persisted. Something drastic had to be done. The result was the New Education Policy.

The call for the New Education Policy was first given by the Prime Minister of India, late Sri Rajiv Gandhi, in his first broadcast to the nation on January 5, 1985 and was duly announced in 1986. The need for the new policy arose from the fact that the implementation of the 1968 and the 1979 policies was incomplete and uneven. No plan of action was prepared for their implementation nor were adequate funds made available for the purpose. In the mean time, the number of illiterates increased and the standards declined considerably. New technologies had emerged and changes occurred everywhere. Besides, as the Prime Minister stated: "No system could remain forever. It required modifications with the passage of time."

The National System of Education envisages a common educational structure. The 10 + 2 + 3 structure has now seen, accepted in all parts of the country. Adequate provisions have been made in the policy for education of scheduled castes and tribes, minorities, handicapped and

21. Ibid.
other educationally backward section and areas. Pre-matric scholarships for the children of those engaged in unclean occupations, construction of hostel buildings for scheduled castes and tribe girls, national overseas scholarships special schools with hostels for the handicapped are the main among those provisions.

To avoid the problem of drop-outs, non-formal education and open school system came into light for girls who were unable to attend either formal schools or non formal centres. Centres for early childhood care and education, Universal enrolment and Universal retention of children upto 14 years, vocationalisation of secondary education, creation of pre-setting schools for special talented children are the other steps taken in the field of primary and secondary education.

Higher education is also given much importance. Provisions will be made for minimum facilities and admission will be regulated according to capacity. A major effort towards the transformation of teaching method is the introduction of audio-visual aids and electronic equipment. Development of science and technology curricula and material research, and teacher orientation will receive attention. Open University system delinking degrees from jobs, establishment of Rural University, steps towards the
development of Technical and Management education are the other ideas proposed in the New Education Policy. It has also stressed the need for a meaningful partnership between the Centre and the States for successful implementation of the policy.  

**OPERATION BLACK BOARD SCHEME**

The New Education Policy envisages a centrally financed programme to ensure provision of essential facilities in primary schools - both material as well as learning equipment - with the help of British aid. Operation Black Board envisages:

1. two reasonably large rooms that are usable in all weather,
2. necessary toys and games material, black boards, maps, charts and other learning materials, and
3. a second teacher preferably a lady in all single teacher schools.

Basically those schools will cover the ones that are basically deprived of these essential facilities in the

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past. The upper primary and secondary schools having primary sections are not covered under this scheme. It is proposed to cover 20 per cent of community development blocks/municipal areas in 1987-88, 30 per cent in 1988-89 and 50 per cent in 1989-90. To enable this to be done a survey was conducted in the selected blocks. The programme has been launched in some of the States. Andhra Pradesh is one among them.

LOCAL SELF-GOVERNMENT AND EDUCATION

Association of the local bodies with the primary and Secondary Education is not new to India. The local bodies have been playing a significant role in educational administration in India even to-day as a result of the British tradition. The association of the local bodies and education was started as early as in 1854 when Charles Wood the then president of the Board of Control of the East India Company submitted his report popularly known as "Wood's Dispatch on Education". It is regarded as "The Magna Carta of English Education in India", which initiated the aim of education as diffusion of arts, science, philosophy and literature of Europe. It was for the first time in the


history of India that the British Parliament investigated seriously and sympathetically into the development of Indian education. Consequently a separate Department of Education was constituted. In 1871 the education department was transferred by the Government of India to the local Government and a fixed sum was assigned to them for the Central revenues for the expansion of educational facilities.

Following the method adopted in England, where under the Education Acts of 1870 and 1876, the whole country was divided into a large number of school districts. For each school district, a local committee was appointed with powers to levy taxes, to provide schools and to compel attendance of given age.

The next step in connection with the association of the local bodies to the education was begun with the appointment of an Education Committee in 1882, under the chairmanship of Willaim Hunter. On the one hand, the Commission was to suggest measures for the implementation of the policy laid down by the Dispatch of 1854 and on the other it was to reflect upon the possibilities for the spread of primary, secondary and higher education in India, as also consider the state of grants. Regarding primary education, the commission suggested that it should be
regarded as public education. The medium of instruction in primary schools should be the regional language. Local bodies should be converted into school districts and after considering the property of school boards, budget and plans should be made for the construction and regain of buildings. As for the secondary education the commission suggested three major things: (1) secondary education should be propagated through local bodies; (2) a system of providing aid should be introduced; and (3) the Government should take the responsibility of establishing schools wherever necessary, but there should be at least one secondary school in every district.\(^{25}\)

Subsequently, the adoption of the historic resolution of Lord Ripon on local Self-Government in 1882 increased the powers of local bodies over education. According to Ripon's resolution, local bodies were established in rural areas and Municipal Boards in urban areas throughout the country and they were entrusted with the duty of providing education. Thus local bodies were put incharge of primary education after 1882.\(^{26}\)

The Decentralization Commission of 1909 and the Government of India Act 1919 also recommended that larger

\(^{25}\) Ramachandra Gupta, op.cit., p.107.

powers should be given to local bodies regarding education, Gopala Krishna Gokhale, one of the stalwarts of the National Movement, made heroic struggle during 1910-1912 to make compulsory primary education as the responsibility of the local bodies.

The period of 1918-1930 was a heyday for the local bodies. Primary education Acts were passed in many States. Attempts to democratise local bodies, to give larger freedom to them and to increase their resources were also made. The introduction of compulsory primary education and spread of adult education were entrusted to the local bodies.

The Hartog Committee of 1928, and the Sargent Commission of 1944 recommended that powers should be withdrawn from local bodies because of the disparity in literacy between men and women, higher percentage of failures at the matriculation level, lack of industrial and vocational training, stagnation, leakage and wastage. The period between 1950-51 witnessed such withdrawal of powers from the local bodies. However, the local bodies and Municipal Boards continued to administer education even after independence.

During the post-independent period, the local bodies continued to administer education in their own way. Municipalities in urban areas and District Boards in non-municipal areas continued to administer both primary and secondary education for a long time.

The inception of Panchayati Raj in India in 1959 opened a new era in the field of Primary and Secondary education since the functions of the administration of primary and secondary education and inspection were transferred from District Boards to the newly created Zilla Parishads.

The role of the local bodies in the matter of educational expansion and planned phased development of education has been ever-increasing with the growing realisation that the local communities should be associated with educational developmental programmes through the Panchayati Raj system and thus to make schools as community centres i.e., school for the community, of the community and by the community. This implies obviously the popular sharing in the governance of education.

Under the present system of democratic decentralisation of Educational Administration while primary schools are under the jurisdiction of Mandal Praja Parishads, Secondary, Vocational and Industrial schools are under the control of
Zilla Praja Parishads in Andhra Pradesh, one of the first two States in India which inaugurated the Panchayatis Raj System.

AN OVER VIEW

In this part of the chapter, a bird's eye-view of the historical development of the different systems of education in India, constitutional provisions on education, major educational committees and commissions in Independent India, National Policies on Education, scheme of Operation Black Board has been presented. The traditional association of local bodies with primary and secondary education has also been presented.
Educational administration is a decisive aspect of education which merits more attention today than ever before. In view of the vast and gigantic development of educational facilities, the task of educational administration has become more complex and crucial. It is much more difficult to challenge the task for the local bodies to establish, maintain, and manage several primary schools and secondary schools at their own levels because of chronic shortage of funds and staff.

The association of local bodies with primary and secondary education is not a new phenomenon in India. Sir Wood's Dispatch on education in 1854, Rippon's Resolution on Local Self Government in 1882, and the Government of India Act of 1919 were responsible for initiating educational administration by the local bodies. It was also hailed that this practice was in consonance with the advancement of democratic system prevailing in Britain which was followed as a model in this country. It was anticipated that this pattern of association of local governments with the educational administration would evoke local interest and arouse a keener sense of local responsibility and thus
facilitate mobilisation of local resources to reduce the financial burden of the government.

With the advent of Panchayati Raj in independent India a new era is opened in the field of primary and secondary education since the functions of the administration of primary and secondary education and inspection are transferred from the District School Boards to the newly created Zilla Parishads. While the elementary and basic schools are under the jurisdiction of Panchayat Samithis, Secondary, Vocational and Industrial Schools are under the control of Zilla Parishads throughout the country.

In Andhra Pradesh a new pattern of Panchayati Raj system emerged from 15th January, 1987 on the basis of the recommendations of Ashok Mehta Committee. Under the new pattern, primary and basic schools are under the jurisdiction of Mandal Praja Parishads, whereas secondary, vocational and industrial schools are under the control of Zilla Praja Parishads.

Panchayati Raj in Andhra Pradesh is at a crucial juncture. The Panchayati Raj institutions are going at a snail’s pace. They are sick. They lack funds, staff, and drive. Even the people’s participation in rural development programmes is deplorably inadequate and almost non existent.
They do not have even the required operational freedom and financial viability because of lack of constitutional sanctity and status.

The role of the educational institutions under the Panchayati Raj organisations should be understood and appreciated only in the context of the general decadence in society which in turn, operates even on Panchayati Raj bodies. As in the case of Panchayati Raj bodies, the educational institutions also seem to suffer more or less with the same institutional drawbacks and managerial problems as they do not have viable financial resources and effective personnel management. As many as 40 years have elapsed ever since the local bodies in Chittoor district took over the administration of primary schools, but it does not seem to be functioning satisfactorily because of some constraints.

Hence, it is proposed to study the primary educational administration in Chittoor district of Andhra Pradesh in detail.

REVIEW OF LITERATURE

Like any researcher the first task before me is to review the allied literature. Hence, the related literature
to the primary education and administration has been discussed under two heads, viz., 1. Committees; Commissions, Seminars, Reports etc., 2. Research studies.

COMMITTEES, COMMISSIONS, SEMINARS AND REPORTS

The Indian Education commission of 1882-83, which was the first Commission on education in India made the principal object of its inquiry "the present state of elementary education throughout the empire and the means by which this can everywhere be extended and improved". The Commission placed special emphasis on its recommendations that the strenuous efforts of the State should be directed to the elementary education of the masses in a still larger measure than before; that primary education be regarded as the instruction of the masses through the vernacular in such subjects as well fit them for their position in life, and be not necessarily regarded as a portion of instruction leading up to the University and thus primary education be extended in backward districts.

The Wood's Dispatch of 1854 suggested that the


teaching in primary schools should be in vernacular and private schools should be given grant-in-aid in order to encourage them.

The Campbell's Scheme of 1873\(^{30}\), which was introduced with a view to encouraging primary education in Bengal. Provided financial assistance to schools, scholarships to students and rewards to teachers for accelerating the progress of education. All the schools were brought under the system of grant-in-aid.

The progress of primary education was given impetus due to the Report of Hunter Commission (1882)\(^{31}\). The commission highlighted the following guidelines for the improvement and the expansion of primary education.

a. Primary education was regarded as an integral part of the educational system,

b. Major portion of the amount of money sanctioned for public instruction should be spent on primary education.

c. The management of the primary schools should be vested with the District and Local Boards.

\(^{30}\) Ibid., p. 34.

\(^{31}\) Ibid., p. 36.
d. Primary education should be regarded as the instruction of the masses and primary attention of the Government should be given for primary education.

The commission further recommended, primary education be regarded as the instruction of the masses through the vernacular in such subjects as will befit them for their position in life, and be not necessarily regarded as a portion of instruction leading up to University.

Gokhale's Resolution in the Imperial Legislative Council on Primary Education (March 19, 1910)\(^2\), that a beginning in the direction of making elementary education free and compulsory throughout the country is to be considered the next important document in the development of primary education, though unfortunately this Bill was turned down after a fierce debate that lasted for ten days in the Council.

The report of the Hartog Commission (1929)\(^3\) provided another important document. It found cause to lament the sheer waste and ineffectiveness throughout the whole educational system. The document says that in the primary system, which from our point of view should be designed to

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\(^2\) Biswas, A. and Agarwal, S.P., \emph{op.cit.}

\(^3\) Ibid.
produce literary and the capacity to exercise and intelligent role, the waste is appalling... for only a small portion of those who are at the primary stage in reach class IV, in which the attainment of literacy may be expected.

The Abbos-Wood Report (1937) emphasised that the education of children in the primary schools should be based more upon the national interests and activities of young children and less upon book-learning, that the mother-tongue should as far as possible be the medium of instruction throughout the high school stage, and that the pre-service education course of teachers of primary and middle schools should be three-year course following the completion of middle school course.

The first conference of National Education which was held at Wardha on 22nd and 23rd October, 1937 to consider the new system of education, resolved that free and compulsory education be provided for seven years; the medium of instruction be mother tongue; the process of education should center round some form of manual production work; and all the other training, as far as possible, be integrally related to the central handicraft. The conference expected

34. Ibid.
35. Ibid., p. 398.
that this system of education would be gradually able to cover the remuneration of teachers.

Report of the Central Advisory Board of Education on "Post-war Educational Development in India (1944)" popularly known as Sargent Plan recommended that a system of universal, compulsory and free education for all boys and girls between the age of size and fourteen should be introduced as speedily as possible, in view of the practical difficulty of recruiting the requisite supply of trained teachers, it may not be possible to complete it in less than 40 years.

The Kher Committees of 1948 recommended the introduction of Universal compulsory Basic Education for the children between the ages of 6-11 within a period of 10 years (i.e., by 1958) and the children between the ages of 6-14 within 16 years (i.e., by 1964).

The Assessment Committee which was appointed by the Union Ministry of Education in 1955, to survey the

36. Ibid., p.399.
37. Ibid.
existing situation regarded basic education in the various states and to think ways and means of bringing about effective improvements, recommended that:

1. the Government of India should take appropriate steps to make it clear to all those concerned that the elucidation of basic education given by the Basic Education Standing Committee of the Central Advisory Board of Education has their concurrence;

2. all India and regional conference of the basic education should be arranged periodically;

3. a central Research Institute of Basic Education should be established;

4. a small special committee of educational experts should be set up to lay down the criteria to evaluate the achievements and progress of pupils in basic education;

5. the Union Government should insist that any financial aid given by it directly or indirectly to improve or spread elementary education is strictly earmarked by the States for basic education;

6. State Governments should no longer delay to make a clear and unambiguous desertion of policy that all elementary schools will be converted into basic
schools and that all teacher training at this level will become basic teacher training within reasonable time limits;

7. State Governments should take effective steps for the supply of raw materials, equipment, for repairs and for marketing of surplus produce;

8. steps should be taken to effect economy in basic education;

9. inspecting staff connected with basic education should be fully trained in basic education;

10. proper training should be given to the basic school teachers;

11. minimum requirements should be given to basic schools;

12. examinations in basic schools will be wholly internal and based on assessment of continuous progress of students and cumulative records;

13. basic education should apply equally to urban and rural areas; and

14. the Central and State Governments must consider ways and means of convening the public about basic
education and securing their co-operation for its rapid development.

The statement on the Concept of Basic Education prepared by the Basic Education Standing Committee of the Central Advisory Board of Education stated that:

1. Basic education is essentially an education for life and, what is more, an education through life ... that is why productive, creative and socially useful work in which all boys and girls may participate, irrespective of any distinction of caste or creed or class, is placed at the very centre of basic education;

2. The teaching of basic craft should be more effective;

3. The studies of books should be promoted along with productive work and crafts in basic schools;

4. The basic scheme envisages a close integration between the schools and the community as to make education as well as the children more social, mixed and co-operative; and

5. The basic education should be introduced in both urban and rural areas.

A national seminar was conducted on Orientation of Elementary Schools towards the basic pattern, on 11th to 13th May, 1959, at New Delhi, by the Union Ministry of Education. The main recommendations of the seminar towards the development of basic education are:

1. The following broad activities should form the content of the Orientation programme in schools:
   a) activities leading to healthy living,
   b) activities leading to healthy training and social living,
   c) activities leading a better knowledge of the environment,
   d) recreational and cultural activities,
   e) social service activities linking the school with home and communities, and
   f) purposive activities connected with simple craft;

2. It is necessary to produce suitable literature for this programme intended to give necessary guidance to teachers, head-teachers, inspectors and other connected with the programme;

3. The funds and other resources available for education under Community Development programme should be

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availed of and fully utilised the voluntary contributions from the local community represent a vast potential source in the matter of equipping the schools and should be tapped to the maximum advantage so as to supplement the orthodox ways to finding funds for such purposes; and

4. it is necessary to provide for adequate following and evaluation of the programmes simultaneously with its implementation by the state governments through appropriate agencies.

A national seminar on Primary and Work Oriented Education was organised by the Nation Council of Educational Research and Training, as a part of the programme for the celebration of the International Education year. The purpose of organizing the seminar was to take stock of the trends of development in the field of pre-primary and primary education during the sixties and to formulate programmes and policies for its improvement in the seventies. It mainly recommends that:

1. necessary training programmes should be arranged to the primary school teachers to look after pre-school programmes in mixed schools;

2. special attention should be paid to the promotion of Gandhian values in primary schools;

3. while taking steps for providing work-experience at the primary stage the following details have to be spelled out:
   a) formulation of the operational concept of work experience,
   b) minimum work-experience programmes to be introduced in all the schools in the country with stress on structured activities to be introduced in selected schools,
   c) action programmes pertaining to production of curriculum materials,
   d) steps to be taken for mobilisation of public opinion in favour of work-experience;

4. the agencies for curriculum development at the Central and State level may start a continuous dialogue on programmes and techniques of curriculum development;

5. suitable pre-service and in-service training courses may be developed by each state governments in order to improve the competence of teachers;

6. wastage and stagnation may be checked in schools;
7. the government grant policy should develop an incentive to exploit one's own resources of finance, even though by and large the government has to be the main source of financing the primary education in future;

8. the local bodies should exploit the sources of revenue fully for primary education;

9. steps to improve Ashram school education may be taken. The teacher-community relationship may be improved.

Except for a few minor seminars there hasn't been any major seminar that was held in the 80's in our country.

RESEARCH STUDIES

A few studies and researches have been conducted so far with regard to primary educational administration.

N.R. Inamdar conducted a pilot study of the educational administration in the Zilla Parishads in Maharashtra and carried it out in Poona District. The main focus of the study was to examine the effects of the agency

of the Zilla Parishad on education, particularly on primary education since it provided for the direction of the administrative functions by a body of non-officials, through the generalist and specialist functionaries. The study seeks to assess the role of the rural leadership in promoting the cause of primary education.

The main findings of the study are:

1. The educational administration in the Zilla Parishad was successful in regard to the quantitative aspect but that it failed in raising or even maintaining the quality of education imparted in the primary schools conducted by it.

2. The official-non-official relationship is not so good.

3. Absence of feeling of comradeship between the superior generalist administrators and the educational administrations.

4. Financial resources are meagre.

5. In regard to the execution of provisions regarding compulsory education in the Primary Education Act the experiences are not very congenial.
J.P. Naik in his most valuable work "Elementary Education in India - A Promise to Keep", suggested that:

1. The programme of providing universal elementary education in accordance with the directive of Article 45 of the constitution should be definitely completed in a period of ten years or at the latest by 1986 as recommended by the Education Commissions;

2. Due provisions should be made for the education of the children of the masses;

3. Special and intensive efforts should be made to spread elementary education on a non-formal basis and especially among the poorer sections of the people and among girls;

4. Reliable programmes should be taken up for the qualitative improvement in elementary education. They also form an essential adjunct to the success of qualitative aspects of the programmes as well;

5. The core curriculum in elementary education should include literacy, numeracy, work-experience, health and physical education development of artistic

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skills, and participation in programmes of community service;

6. There is an urgent need to make the entire system of elementary education elastic and dynamic and to move in the direction of conferring autonomy on all educational institutions;

7. It will not be possible for any State Government to raise all the resources required for a programme of Universal elementary education on the basis of equalisation;

8. The common school system of public education should be created and the concept of the neighbourhood school should be adopted at the elementary stage;

9. The chances of the success of universal elementary education would be considerably improved if a simultaneous direct attack is mounted for reduction of social and economic inequalities by making the minimum needs programme, the core sector of all over plans;

10. Wide publicity should be given to the new strategy suggested here for providing universal elementary education and to win for it the support of teachers, administrators, and the public;
11. There should be a special machinery at the Centre, in the States and even at the district level to look after the vigorous implementation of this programme.

Iqbal Narain conducted a study on the management of primary schools under Panchayati Raj in Rajasthan. The main purpose of the study is to ascertain the nature of changes brought about in the management of primary schools by their transfer to Panchayati Raj institutions and it highlights the achievements and failures of the experiments. The main findings and suggestions of the study are as follows:

1. It may be fairly assured that the management of single teacher schools requires greater skill and experience which the fresh entrants in service may not commend.

2. The number of school going children has been increased though the number was far behind the ideal of universal Education.

3. Adequate in-service training facilities are not provided towards this direction.

4. In the wake of the process of rapid recruitment

some untrained candidates also got selected while the earlier period this might have been unavoidable but now as the training facilities have been expended, care should be taken not to repeat this practice.

5. Transfers of teachers are politicized. It may be avoided.

6. Primary school teachers feel perturbed because they have to work under the illiterate or less literate bosses, while their counterparts are under the control of more educated, though not necessarily better administrators.

7. The primary educational institutions were facing severe financial problems. So the financial allocations to the primary education should be enhanced.

8. He suggested that for the realisation of the goal of universal education, the poor should be provided free schooling, free supply of text books, and scholarships.

John Kurrian in his work which was mainly based on

the study and evaluate the programme of Universalisation of Elementary Education in India stated the first problem and the one which effects our rural children especially is the number of schools that are being funded but exist merely on paper. They have never raised or the other. And where they do exist, and children are present, teachers are conspicuous by their chronic absenteeism. Between our non-functioning schools and our absentee teachers, it is premature, and an exercise in self-deception, to congratulate ourselves that we have provided 9 out of 10 rural children the opportunity to pursue primary schooling at their doorsteps. The second and more pervasive problem which affects especially poor rural and urban children, and the part-time primary school teachers who are present in class and draw full-time salaries, but teach less than half-time. This is because of the lack of proper supervision and effective administration and leadership. Further he suggested that the need of the hour is a public debate on the minimum education that we should be providing for all our children. We must not leave this task only to those in charge of educational policy and its implementation. For in involving ourselves in this discussion, we are helping to chart the future of our nation.

A.A. Acharya made an attempt to study the different

aspects relating to initiation and implementation of the policy of compulsory primary education in Andhra Pradesh either at the state level or any regional level. After a marathon discussion of the problems relating to the implementation of the policy of compulsory primary education he suggested that:

1. Officers and teachers should keep fully informed of due rules and regulation regarding the policy.

2. There should be constant check and supervision every year on the enumeration work, involvement and regular attendance of the children.

3. Single teacher school system should be opened within the radius of 1 to 1.5 Kms.

4. Teachers should be given adequate training programmes.

5. Schools should be provided sufficient accommodation, teaching aids etc.

6. Girls-education should be encouraged.

7. Scholarships, free text books, free clothes and other requirements should be provided to the poor children irrespective of caste.
8. Steps should be taken to prevent wastage and stagnation.

9. Sufficient financial assistance should be provided.

10. There should be a separate administrative staff at district level to implement the programme effectively.

Mustaali Masavi has conducted a study on wastage and stagnation in primary education in tribal areas in order to identify the nature and extent of wastage and stagnation at the stage of primary education in Tribal areas, to identify the causes responsible for it and to suggest appropriate remedial measures. His main findings and suggestions are as follows:

1. In order to attract the children of the level of standard 1 demonstration and playway methods are recommended.

2. Balwadies should be opened in a large number in Tribal areas to attract more children.

3. More facilities should be provided for the teachers working in the tribal areas such as free

47. Mustaali Masavi, Wastage and Stagnation in Primary Education in Tribal Areas, (Tribal Research and Training Institute Gujarat Vidya Pith : Ahmedabad).
residential quarters, medical facilities and other such allowances.

4. **Sufficient teaching aids should be provided.**

5. **Tribal children should be taught in their own language.**

6. **Teachers should be selected from tribal communities, preferably lady teachers.**

7. **Special orientation in tribal culture should be given to the teachers who are working in the tribal areas.**

8. **Text books written in tribal dialect should be introduced for the first two years at primary level.**

9. **Free text books, school uniform and mid-day meals should be provided in order to attract more children to schools.**

10. **All festivals and cultural programmes of the locality are to be organised near the school with the native participation of teacher, parents and students to bring the healthy co-operation among the teachers and school functionaries.**
Jaganath Mohanty was of the opinion that the democratisation of primary education is not up to the level of expectations. So in order to incorporate the democratic values into the primary education he suggested that:

1. Supervisors as well as head teachers should be given orientation in the broader and comprehensive meaning of democracy.

2. The personnel concerned with primary education especially supervisors and head teachers should be made clear about it.

3. With a view to promoting mutual interaction between the school and society parent-teacher association should be formed, supervisory personnel be oriented and school be made the centre of community activities.

4. With a view to improving the quality of schools and enabling schools for effectively discharging their responsibilities, the society should assure leadership for adequately equipping the improving schools.

5. With a view to preparing students for democracy the entire society should live the democratic spirit and values which teachers should be infused with.

6. The provisions in the syllabus relating to citizenship training and democratic practices should be made compulsory, not optional to be left at the mercy of the teachers.

7. The practice and activities conducive to democracy like Balasabha or students committee should be properly organised in all the schools.

8. New syllabus incorporating democratic knowledge should be introduced.

9. Teachers and supervisors should be associated with curriculum planning and syllabus preparation as much as possible.

10. With a view to democratisation of education methodology at the primary school stage should be renovated and oriented with progressive outlook and latest psychological and sociological principles.

11. With a view to ensuring universalisation, a large number of incentive measures should be provided, public awakening be generated and education be made relevant to the life, needs and aspirations of the people.
12. Since it is of common experience that under the Panchayati Raj primary schools have more languished in physical facilities than before, better public co-operation should be promoted for efficient and effective school administration.

13. With a view to training students in citizenship, not only self-government should be introduced and made it functions properly, but also various opportunities be given to students for their participation and co-operation in school organisation.

14. With a view to promoting professional growth of teachers, supervisors should take adequate steps for implementing various academic programmes.

15. Funds for primary education should be increased.

16. Schools should be well equipped.

17. Teachers' organisations should diversify their activities and divert their programmes more on the academic lines.

18. Service conditions of the teachers should be enhanced.
R.S. Newman stated that the grassroots education in India is not up to the expectations of the government and it is unable to make its students compete with the urban based educated students with respect to getting knowledge and jobs. In order to overcome this problem, he suggested that the quality of education should be improved through the revised curriculum. English should be taught from primary level. From the administration side, he suggested, the rare and superficial inspections might be changed. Instead of trying to correct the teacher in front of the villagers (lowering his or her prestige), inspectors might examine the children and later send written criticism to a central point leaving a copy with the teacher. Another alternative might be village-based inspectors so as to eliminate the obvious, urban-rural gap that now exists. An educational ombudsman to whom villagers could bring complaints is another possibility for improving educational quality. Such an ombudsman might be an educated villager familiar with government and village educational goal. Villagers would not be slow in bringing their difficulties to a receptive ear.

OBJECTIVES OF THE STUDY

There has been no significant attempt so far to study

the different aspects of administration of primary education under the local bodies in Chittoor district of Andhra Pradesh, particularly after the evolution of new pattern of Panchayati Raj system based on Ashok Mehta Committee recommendations. Hence, a detailed study is necessary in this direction to assess the working of primary educational institutions under the new pattern. This study, a modest attempt in this direction, includes the following:

1. to study and bring out a panoramic view of the Educational Administration in the country,

2. to present the administrative system of primary education at the district level,

3. to identify the institutional drawbacks and managerial problems in primary education,

4. to discuss the problems that are being faced by the teachers in primary schools,

5. to offer suggestions to promote performance, standards and operational efficiency in educational administration.
METHODOLOGY

The study is mainly based on the primary data. Functionaries, officials as well as non-officials, particularly at the levels of district and Mandal Praja Parishads, and the teachers at the level of village, are associated with the educational administration of the district. The policy decisions on important matters of administration, are generally taken by the District Educational Officer and to a certain extent by the Zilla Praja Parishad. The decisions regarding the implementation are taken by the Mandal Praja Parishads. The working of these bodies and the functionaries constitutes the main subject matter of the study.

For the collection of primary data, the random sampling method is adopted. As many as 400 structured questionnaires were administered personally on the primary school teachers (one from each school) in order to have a clear idea about the primary schools in the district. The sampling covers more than 50 mandals in the district. Oral interviews have been conducted with the officials and non-officials like District Educational Officer, Parishad Educational Officer, Mandal Development Officers, Mandal Educational Officers, elected representatives from the district and rural elite to get some doubts clarified.
The secondary data was obtained through Acts, Reports, and other Publications of Government of India, and the State Government of Andhra Pradesh.

LIMITATIONS OF THE STUDY

1. Educational administration is still considered as a virgin field of research. The present study is a modest attempt in this direction.

2. One of the major limitations of the study relates to lack of sufficient data because the records are not properly maintained and preserved by the District authorities. The secondary data has been taken into consideration from the year 1987-88, because the Operation Black Board Scheme was introduced in the same year.

3. Empirical evidence could not be collected through questionnaires and interviews. When sensitive questions were put to some non-officials and officials, there was a tendency among some of them to hide some facts and treat them as confidential, while some of them were highly receptive, others were indifferent.
4. Every institution operates in a particular socio-economic and political perspective and constraints are created out of the nature of each perspective. Hence the role of the educational institutions under the Panchayati Raj organisations should be understood and appreciated only in the context of the environmental conditions which they operate and against the background of these perspectives. But all issues could not be identified because of lack of sufficient data. Only specific aspects have been discussed.

5. Although it was not possible to study the working of primary educational institutions in all the mandals of the district more than 50 mandals were covered in the survey. Certain aspects like infrastructural facilities, personnel and financial matters were specifically dealt with.

6. This study may not be Universal in character for it is confined to the primary educational administration of the Chittoor district of Andhra Pradesh rules.

7. It made a study of only the Panchayati Raj Primary schools in the district. Hence, the schools under
the other managements are not considered for any purpose.

PLAN OF THE STUDY

It is both analytical and descriptive. Certain charts, tables and appendices will also presented. The thesis is divided into seven chapters:

CHAPTER - I : Introduction - It is divided in two parts.

PART - A : Indian Education - A Historical Retrospect
This part of the chapter is devoted to a brief study of the development of education in India from Vedic Age to the present day.

PART - B : Review of Literature and Methodology - This part of the chapter offers the general background of the study, review of literature, objectives, Methodology, limitations and plan of the study.

CHAPTER - II : Educational Administration in India - It offers an analysis of the concept, objectives and programmes of educational administration in India and the pattern of Central, State and Local Governments.
CHAPTER - III: Profile of Chittoor District vis-a-vis Education - This chapter relates to the organisational structure of the Chittoor district with special reference to education. The powers and functions of the officials and non-officials connected with the educational administration are analysed.

CHAPTER - IV: Socio-Economic Conditions of the Respondents - Socio-Economic conditions of the primary school teachers have been discussed in this chapter.

CHAPTER - V: Working of Primary Schools in Chittoor District - It is concerned with certain matters related to infrastructural facilities, personnel management and financial administration of the educational institutions in the Chittoor district.

CHAPTER - VI: Problems of Primary School Teachers in Chittoor District - It deals with the practical problems that are confronted by the primary school teachers in the existing system.

CHAPTER - VII: Summary and Conclusions - It is in a way a summary that records the findings and also offers a few suggestions to strengthen the administration of primary education and operational efficiency of the primary schools in the district.