CHAPTER VI

ADMINISTRATION OF PRIMARY EDUCATION IN ORISSA
6.1 **PREAMBLE**

In recent years, great efforts have been made to modernise education in all the countries of the world. These attempts have brought about far-reaching changes in all aspects of education including educational administration. It has been said, “The character of educational administration is determined in general by two factors - the theory of the State and the theory of Education that is prevalent”.\(^1\)

The role of the local bodies in the administration of primary education varies from country to country, the causes for the variation being sociological, historical or political.\(^2\) A study of this changing role in a few typical countries can throw a useful light on the factors that determine the manner and extent of decentralisation in the administration of primary education, the different problems that arise out of such decentralisation and the methods that are being adopted to solve them satisfactorily. So, in this Chapter, the system of educational administration in different countries has been discussed.
Education in the U.K. has developed in an apparently haphazard manner with no clear-cut plan or design. It grew up due to the private effort of the church and Philanthropists. "The reason for this apparently helter-skelter scheme lies in the piecemeal evolution of England's educational system which, in turn, is traceable to English philosophy of government". In England, the association of local bodies with the administration of primary education arose partly out of cultural and partly out of historical considerations. Men like Godwin believed that direct State control of education would be extremely harmful and the final result was the creation of a favourable background for the association of local bodies with the administration of primary education. In 1899, a Central Board was formed to unite the activities of the local boards. In 1902, the foundation of a national system of education was laid in England. The essence of this system was that every citizen must receive minimum education and the parents were made responsible for it. Elementary education was made compulsory and the local boards were named Local Education Authorities and were made responsible for both elementary and secondary education.
In 1926, the Hadow Report recommended the expansion and enrichment of the elementary school beyond the age of 11. University education was entirely in the hands of private enterprise.

The Balter Act of 1944 was a landmark in the educational development of the U.K. From a laissez faire State it changed England into a welfare State. The Act lays great emphasis on providing the child the kind of education for which he is best fitted.

6.3 EDUCATIONAL ADMINISTRATION IN THE U.S.A.

American education came to be marked with the realisation of its significance for life, equality of educational opportunity, dislike for theory and emphasis on practical studies that would help them meet the challenge of time and improve their economic life. In America, “a national system of education” is not found as people dislike State and Federal intervention in education. As new colonies sprang up people took upon themselves the responsibility of providing and maintaining their own schools.

During the early years, a dual system followed - elementary education for the common people and classical education for the elite.
After a short time, the rising American democracy made the dual system gradually disappear. The gap between the two classes vanished and there emerged a common school for all without class distinctions. By 1830, the principle of a school system for all was accepted and a few leaders came forward and founded the public school, secular in nature and financed by public funds. This American Public School came to be defined as “a school established by the public, supported chiefly or entirely by the public, controlled by the public and accessible to the public upon terms of equality without special change for tuition”.  

With the growth of industrialisation, more attention was paid to technical education in the twentieth century. As a result, vocational education became centralised under a Federal Board of Vocational Education. In the field of higher education, America has two types of institutions, viz., State Universities and Colleges and Independent Universities and Colleges maintained by Churches and private foundations. It was only after World War II, serious steps were taken to improve the quality of education.

The American Constitution excludes education from the purview of the Federal authority. Each State was left free to have its own system of education. Although many States have included education in their constitution, yet education is mainly the responsibility of local authorities.
Educational Administration in America involves four agencies - the Central or Federal, the State, the Local authority and the Private. The role of the local authority is dominating, but other agencies too are playing their part quite effectively.

The office of Education is a part of the Central Government Department of Health, Education and Welfare. It is headed by a Commissioner of Education appointed by the President.

There is a State Board of Education constituted in some States by officials and in others by elected members. Administration is carried on by a Superintendent of Education or 'Chief State School Officer'. In some cases he is elected by the legislature and in some others appointed by the Governor of the State.

Local units are administered by Local Boards of Education headed by a Superintendent of Education. The Superintendent is assisted by a staff of experts in each field of education. There are also Committees of teachers and members of the public.

The Parent-Teacher Association plays a crucial role in promoting public participation and relations.
The National Citizen’s Commission promotes interest of layman in educational matters and bring people closer to school administration.

6.4 EDUCATIONAL ADMINISTRATION IN AUSTRALIA

In Australia, local bodies have nothing to do with administration of primary education and a centralised pattern of education was evolved right from the start. Australia was a new continent and colonies in Australia were concentrated in cities only. Consequently, Australians preferred a centralised form to a decentralised one. Therefore, in a new colony like Australia private enterprise was neither so strong nor so extensive as in England and its very weakness led to the adoption of a centralised pattern.

The centralised administration of Australia did what local bodies would never have been able to do. It provided good schools even in sparsely populated areas and maintained high standards in thickly populated towns as well as in places where the density of population is very meagre. Even Kandel, Champion of the decentralised form of administration, pays a high tribute to the achievements of the centralised form of administration in Australia. It was only through centralisation, educational facilities could reach out to the remotest hamlets and
homes of a widely and sparsely scattered population. Quality of educational standards is maintained through a system of State inspection and examination.

6.5 EDUCATIONAL ADMINISTRATION IN FRANCE

Unlike the American School Boards or British Local Educational Authority, the French Communes (local body) have no authority over primary teachers. In France there is only one local body i.e. the Communes. These Communes have supreme authority in their own sphere. In France one can find a unique method of resolving the conflicts for authority between the State and local authorities. The Communes in France contribute a smaller amount to the expenditure on primary education.

6.6 EDUCATIONAL ADMINISTRATION IN NEW ZEALAND

In New Zealand, one can find an extremely decentralisation of education. There are two local bodies in New Zealand which exercise large powers in the field of primary education. Both the School Committee and Local Education Board function smoothly in New Zealand. But almost every power of the Local Education Board is circumscribed, supervised or controlled by
the Education Department. Consequently, there arose a very inconvenient system which was decentralised in appearance but really centralised in effect.

6.7 EDUCATIONAL ADMINISTRATION IN THE U.S.S.R.

In Russia, education and culture are strictly under the control of the government of the Communist Party. Educational administration is based on the principle of "centralised supervision and decentralised activity". Local initiative is restricted and there is no central authority for educational administration. However uniformity is maintained through policy-making and supervision by the Communist Party.

Local education is administered by the Executive Committees of the Soviets. There are elected bodies in districts and localities. They appoint teachers, prepare school budgets and supervise education.

Each school has a council which includes teachers and representatives of the Communist Party and trade unions. The Council offers suggestions to the Principal who may or may not accept them.
Higher education and some types of secondary education are under the administration of the Central Ministry of Education headed by a Minister. General education of all types is administered by a Minister and his Department in each Republic.

Finances are provided by the Central Government on the basis of budgets prepared by each Republic and its localities. The Central Government derives its funds from State enterprises and taxes on individuals, cooperative farms and trade unions.

6.8 ADMINISTRATION OF PRIMARY EDUCATION IN INDIA

Prior to 1945, 'Education' as a department had no separate existence at the national level. It remained attached with Health and Agriculture. In 1945, each of these departments were separated and after independence, the 'Department of Education' was given the charge of Scientific Research. In the year 1958, the Ministry of Education and Scientific Research was split into two independent Ministries - the Ministry of Education and the Ministry of Scientific Research and Cultural Affairs. The Ministry of Education was placed under the charge of an Education Minister assisted by two Deputy Education Ministers and one Minister of State in 1964.
But, in course time, there was an increasing awareness that the people of the country should be looked upon as its most valuable resources and that the growth process should be based on the integrated development of the citizen beginning with childhood and going all through life. It was realised that all relevant instrument and agencies responsible for this growth should be integrated in order to ensure all-round development.

In pursuance of this idea, a new Ministry was created under a name, Ministry of Human Resource Development on 26th Sept. 1985 by an amendment to the Government of India (Allocation of Business) Rule, 1961. The Ministry of HRD consists of five departments, namely, Department of Education, Department of Culture, Department of Arts, Department of Youth Affairs and Sports and Department of Women's Welfare. The Department of Education has been working under the Minister of State with the overall charge of Minister of Human Resource Development.

The Secretariat of the Department is headed by the Secretary who is assisted by one special Secretary (Higher Education), Additional Secretary and Educational Advisor (Technical). The Department has several Bureaux, sections and units. Each Bureau is headed by a Joint Secretary/Joint Educational Advisor who is assisted by Divisional Heads.
The Minister of Education is in the overall charge of the entire Department and the Minister of State and Deputy Minister are to assist him in the work. They play a very crucial role in implementing the general policies of the Government.

The Educational Advisor is the administrative head of the Ministry and also the Secretary to the Government of India. He works as the principal advisor to the Minister on various matters of educational policy and administration.

Primary Education comes under the Elementary Education Bureau. The Bureau is headed by a Joint Educational Advisor (EE). He is assisted by two departmental Directors - Director (EE) and Director (TE). The Directors are again assisted by two Deputy Secretaries - Deputy Secretary (AM) and Deputy Secretary (NFE).

In 1957, a Council was set up to look into the Elementary Education of the country. As such, the All India Council of Elementary Education (AICEE) came into force in 1957 whose functions are mentioned below:
(i) To advise the Central as well as State Government on matters of Primary education.

(ii) To prepare programmes for quick implementation of universal, free and compulsory education.

(iii) To produce suitable literature for Primary Teachers and Students.

(iv) To conduct research on Primary education

6.8.1 Recommendation of the Kher Committee

The Government of India appointed a Committee in 1951 known as Kher Committee on the relationships between the State Governments and Local Bodies in the administration of Primary education. The Committee made the following recommendations:

(i) The local bodies should be associated with the administration of primary education in some form or the other.

(ii) All municipalities are to be given the authority over primary schools in their areas and should contribute a specified amount to support them.
(iii) Varying degrees of independent authority over primary education shall be vested in different municipalities on the broad basis of the extent of their contribution to the cost of primary education in their areas.

(iv) In rural area, a two-tier system of associating local bodies with the administration of primary education should be followed everywhere.

(v) The lower tier should be the village panchayat which should be constituted for individual village or for a small group of villages.

(vi) The residents of the areas where a primary school is located are to be associated with the administration in some form or other. This may be done by giving village panchayats the right to supervise the schools in their area and where such panchayats do not exist, School Committees of prominent and interested local residents should be formed for this purpose.

(vii) The larger unit of the two-tier system should be ruled by district.

(viii) In district local boards and in bigger municipalities, a school board should be constituted to look after its educational powers.
(ix) Specific statutory provisions should be made for the appointment of an allied educational body and its composition, powers and duties should be specified.

(x) Panchayats and smaller municipalities with limited power over primary education must be assisted by a school community to supervise the local schools.

6.8.2 Recommendation of the Kothari Commission

The Kothari Commission (1964-66) made the following recommendations on the role and function of the local authorities in primary education.¹²

(i) As an ultimate objective, it is essential that schools and their local communities should be intimately associated in the educational process.

(ii) This democratic decentralisation should not be taken as an end in itself and implemented immediately and universally or uniformly without reference to local conditions.
(iii) This should be adopted immediately as a national policy in all States by associating the rural areas and the municipalities in urban areas with their local schools and to make them responsible for all non-teacher costs with the help, where necessary, of a suitable grant-in-aid from the States.

(iv) The ultimate goal to be reached is the establishment, at the district level of a competent local education authorities which may be designated as the District School Board and which would be in charge of all education in the district below the university level. This should be accepted as national policy.

(v) While the Centre may advise the States to move towards the ultimate objective as soon as practicable it would be wrong to pressurise all States to adopt some common policies in the matter.

(vi) In all such associations of the local authority with education, adequate safeguards should be provided to ensure that the teachers are not harassed and that they do not get involved in local politics.
(vii) Steps must be taken to educate local leadership on right lines to provide the local authority with trained and competent officers. This will be a major task for the Education Department.

6.9 ADMINISTRATION OF PRIMARY EDUCATION IN ORISSA

The general pattern of administration at the State level is of British origin and after independence, the changes brought about are not so much spectacular. The State Departments of Education prepare as well as implement educational plans.

The Department of Education in each State consists of two wings\(^\text{13}\) -(i) the Secretariat, and (ii) the Directorate. Education, as an important portfolio, is given to a prominent member of the State Cabinet. The Minister of Education is assisted by one Minister of State and one or two Deputy Ministers. In Orissa, there is one Minister of Education in the Cabinet rank who is in-charge of Higher Education and one Minister of State (Independent Charge) for School and Mass Education. The Minister of Education formulates educational policy and directs its implementation.
The Secretariat is the apex of the State administrative structure and is directly associated with the activities of the Minister. It gives shape to the ideas of the Minister in forms of legislation, press notes etc. The State Government policy regarding various aspects of education is given concrete shape by the Secretariat. The educational policies and directives emerge from the Secretariat.

The Education Secretary is the chief Administrative Officer of the Secretariat. He is assisted by a number of officers and ministerial staff - Additional Secretary, Joint Secretaries, Deputy Secretaries, a few Under Secretaries and a certain number of Assistant Secretaries in the Secretariat. These officials help in planning, implementing and evaluating all the educational plans and programmes of the State.

The other wing of the Education Department is the Directorate which is essentially an executive body. It actually executes the policies of the government in the field of education. It informs the secretariat about the problems, needs and progress of the State in the field of education. All orders and directives from the Secretariat are circulated through the Directorate to each and every educational institution of the State.
The Directorate of Elementary education in Orissa looks after the primary education. This Directorate is headed by the Director of Elementary Education. The Director is assisted by a number of Deputy or Assistant Directors.

A State is further divided into educational circles consisting of some districts. Each educational circle is in-charge of an officer known as Circle Inspector of Schools (C.I. of Schools). The Inspector of Schools will supervise all High Schools, Primary Schools, Senior Basic Schools, Ashram Schools of its circle. The C.I. is the administrative controller of all Government schools. The Inspector is also in charge of the distribution of grant-in-aid among private High Schools. Appointment and transfer of teachers are under his control.

Each circle is again divided into a number of educational districts which are in charge of an officer known as District Inspector of Schools (D.I. of Schools). The D.I. of Schools is to exercise administrative control over all Government M.E.Schools and M.E.Schools managed by local authorities or private agencies. The functions of D.I. is to supervise the M.E. Schools and the UGME Schools of the educational district.  

16
An educational district is further divided into sub-divisions which are in charge of an officer known as Sub-Inspector of Schools. The S.I. of Schools is directly under the D.I. of Schools and looks after the supervision and administration of primary schools in his area.17

REFERENCES


13. ibid., p.61.

14. ibid., p.62.


16. ibid., p.343.