

**COMPULSORY COURSE 01 (CC-01)**  
**EDUCATION IN INDIA**

**BLOCK 06**  
**EDUCATIONAL ADMINISTRATION**  
**AND SUPERVISION**



## **B.Ed.CC-01 : EDUCATION IN INDIA**

# **Block**

# **6**

## **EDUCATIONAL ADMINISTRATION AND SUPERVISION**

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## **BLOCK 06 : EDUCATIONAL ADMINISTRATION AND SUPERVISION**

### **INTRODUCTION**

Educational administration is a relatively recent profession, it being only slightly more than one hundred years old. Compared with the professions of law, medicine, architecture, engineering and others, it is extremely young. When its short life is considered, it must be admitted that its development has been remarkable. Its recognition as a separate field of study is also of recent origin in the country. This new branch of knowledge has a special feature of its own. It can be classed as public administration along with the administration of all other non-profit-making enterprises. But there are a large number of educational institutions, run by private bodies. Some of them are of the proprietary type and are conducted primarily for profit, but the majority of them receives stable grants and do not seek profits. "Educational administration," as French and others hold, "therefore, along with the administration of social service organizations of an educational, religious or philosophic nature, quasi-public in character, may be considered as public administration."

Educational Administration is concerned with the management of things as well as with human relationship, i.e., the better working together of people. In fact, it is more concerned with human beings and less with inanimate things. Educational administration is, therefore, primarily a social enterprise. Like any other branch of administration, this new field of knowledge is more an art than a science. It is indeed true that an educational administrator bases his activities on a body of basic principles, which has been arrived at inductively from the study of human experience of organization. But such principles are not large in number, and can be applied to a few fields only. In fact, educational administration cannot achieve such remarkable control and great productive accuracy as has been achieved by the natural sciences in their narrow field.

Educational administration is again concerned with both human and material resources. Among the human elements with which administration is concerned are children, parents, teachers and other employees, the citizen in general, the board of education, and other officials at local, state and national levels of government. On the material side are money, buildings and grounds, equipment, and instructional supplies. A modern school system must be administered competently, if waste of both human and material resources is to be minimized. This is not enough. Beyond these two elements are ideas, curricula, courses of study, methods, principles, laws and regulations, community needs, and so on - all of which have a bearing on the educational process and hence are concerns of administration.

In this Block you are going to study about the meaning and principles of educational administration, the role of Central and State governments and NIEPA, UGC, NCERT, NCTE, AICTE, IMC, etc., in it and the problems of educational administration and supervision. You will also study about teaching as profession, professional organizations and the need for code of conduct for teachers, etc.

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## **UNIT - 31 □ EDUCATIONAL ADMINISTRATION AND SUPERVISION–AN INTRODUCTION**

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### **Structure**

- 31.1 Introduction**
- 31.2 Objectives**
- 31.3 Meaning**
- 31.4 Principles**
- 31.5 Let Us Sum Up**
- 31.6 Answers to ‘Check Your Progress’**
- 31.7 Unit-End Exercise**
- 31.8 References**

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### **31.1 Introduction**

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Ordway Tead defines administration as ‘a comprehensive effort to direct, guide and integrate associating human strivings which are focused towards some specific ends or aims.’ Educational administration is also a comprehensive effort intended to achieve some specific educational objectives and it deals with the educational practices, whereas educational philosophy sets the goal, educational psychology explains the principles, educational administration, tells the do-how of educational objectives and principles. It, in fact, is the dynamic side of education. Educational administration deals with educational institutions -right from the schools and colleges to the secretariat.

The many changes, which have taken place in educational thought and practice since the advent of independence in this country, have exercised a considerable influence on secondary school administration. In the first place, it has been recognized that secondary education should be an instrument of democratic policy in India. It should help our youths discover their vocations and responsibilities and not merely cramp their minds with facts and figures. It has to prepare them to live in a contemporary society and face its problems without fear, happily and integrally. Concurrent with this, there has been a rapidly growing recognition that democratic administration is necessary to the development and operation of democratic education. Thus democratic leadership is the only acceptable kind of leadership for education. It gets things done,

and it improves the schools also. Finally, the secondary school has grown larger and more complex, and a considerable number of duties confront a secondary school administrator today. Anyone familiar with these developments cannot help being impressed with the increasing complexities of administering a forward-looking programme of secondary education.

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## 31.2 Objectives

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After you complete the study of this unit, you will be in a position to:

- Conceptualize the meaning of Educational Administration.
- Find out the relationship between Administration, Organization and Supervision in Education.
- Realize the Scope of Educational Administration.
- Analyze the principles of Educational Administration

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## 31.3 Meaning of Educational Administration

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Educational administration is a comprehensive effort to direct, guide and integrate associating human strivings, which are focused towards the development of educational institutions. It is intended to achieve some specific educational objectives and it deals with the educational practices.

### Nature

Educational administration is a relatively recent profession. Compared with the profession of law, medicine, architecture, engineering, and others, it is extremely young. When its short life is considered, it must be admitted that its development has been remarkable. Its recognition as a separate field of study is also of recent origin in the country.

This new branch of knowledge has a special feature of its own. It can be classed as public administration along with the administration of all other non-profit-making enterprises. But there are a large number of educational institutions, run by private bodies. Some of them are of the proprietary type and are conducted primarily for profit, but the majority of them receives stable grants and do not seek profits.

### Purpose

According to Kendel, “Fundamentally the purpose of educational administration



is to bring pupils and teachers under such conditions that are ideal to successfully promote the needs of education.” Sir Graham Balfour writes very aptly, “the purpose of educational administration is to enable the right pupils to receive the right education from the right teachers, at a cost within the means of the state, which will enable pupils to profit by their learning.”

India is a big democracy. The number of schools and colleges are ever growing; the number of teachers is very large. Therefore, a good administration is essential to manage all these things. Some suitable, stable element properly motivated and organized in the machinery becomes necessary to withstand and survive the changes and upheavals caused because of change of governments. Superior educational administration, in fact, is so basic to the satisfactory functioning of democracy. Errors of judgment can be retrieved in a farm or factory but these can be fatal when we are concerned with the moulding of ideas and values of society. An efficient and sound system of educational administration is, in fact the basis of a good democracy.

Obviously, these things do not come by themselves. They have to be planned; a systematic and permanent system of educational administration, with a philosophy and vision, has to be evolved to feed on young democracy with the rights of citizens.

## **Process**

Educational administration has a number of components such as:

1. Forecasting
2. Decision Making
3. Planning
4. Organization
5. Direction or Motivation
6. Control
7. Co-ordination
8. Evaluation
9. Recording and Reporting

These varied functions are named and identified merely for the sake of convenience in analysis; administration is not a collection of disjointed tasks; rather it is a seamless wall, in which functions are closely integrated into a process or pattern.

**Forecasting** is a systematic assessment of future conditions by inference from known facts today. We should collect all sorts of information about the present position of the system, its present and expected resources and try to form a picture in terms of

the accepted philosophy in a particular country. A democratic **decision-making** structure is an integral part of a human organization. It assumes that people, including adolescents, operate most effectively in a context that maximizes their freedom and responsibility.

After considering the various alternatives and weighing the consequences of each course of action, a choice must be made; a course of action must be determined. **Decision-making** is a key factor in educational administration, as here we have to think of generations, which will be affected by the policies decided. Guess work, arbitrary exercise of authority, ill-considered hasty decisions, should have no place in educational administration.

The following points must be borne in mind while deciding:

1. The goal must be clear.
2. The course of action should be simple and easily understood by all concerned.
3. Standards for targets must be laid.

The **plan** should be flexible. There should be enough scope for change to cater to any unforeseen situation. There are many variables; the priorities may change due to unforeseen circumstances; equipment and grants may not become available as expected; personnel may be posted out or proceed on leave - all these variables contributing to the non-implementation of decisions. The very existence of variables and uncertainties make decision-making and planning necessary.

**Organization** is the combination of necessary human effort, material equipment brought together in systematic and effective correlation to accomplish the desired results. In education, we organize:

**Human beings** into schools, classes, committees, groups, school staff, the inspecting staff.

**Materials** into buildings, furniture and equipment, libraries, laboratories, workshops, museums and art galleries.

**Ideas and principles** into school systems, curricular and co-curricular activities, time schedules, norms of achievement and the like.

**Direction or motivation** is the process of guiding the human effort for achieving the target. The modern term for direction is motivation i.e., to make the man to be cheerfully willing to do the job we want him to do. Involvement in deciding policies and plans help in motivation. Communication in all directions, vertical and horizontal, is also of

great importance to motivate the members of organization. It is always better to have face-to-face communication to motivate anyone for any kind of job.

Effective **control** is another important element of educational administration. The administrator must have constant check on his team and on his own performance to see that it corresponds to the standards laid down. The administrator needs to take corrective measure in the form of adjustment of the physical environment of work, modification and addition of materials and methods, or review of the personnel in terms of their spirits, abilities and motivation, to achieve the targets. The administrator can bring about **co-ordination** between the persons and materials with his administrative competence. This is necessary to see clearly (i) the relations among people (ii) the allocation of tasks and (iii) divisions of labour necessary to organizational achievement.

It is very important that our administration should be put to test often. This is evaluation. Good measures are required to find out the reasons why it failed or succeeded. Questions like, which were the steps in the process most successful? What should be done to improve the present situation? What are the changes to be introduced? etc., will help to evaluate and adopt necessary measures to improve the administration.

**Recording and reporting** are also essential elements of administration. The educational administrator is answerable to the parents, the higher authorities, the society, etc. for whatever is done in the educational institutions. It is, therefore, very important that a faithful record of all the events is maintained and reports are sent to the concerned persons.

### **Administration, Organization and Supervision**

You have already understood the meaning of administration. An effective administration results in the economy of material, time and energy. Organization is concerned with arrangement and rearrangement of equipment, material, apparatus and persons. The administrator is to operate and manage the things so organized.

Therefore, as you have already understood, the administration and the organization must run side by side on parallel lines to help each other and supplement the efforts of one another. A good administration is required to ensure continuous realization of the possibilities of good organization. Cox and Langfitt say, 'Administration executes, directs; **supervision** advises, stimulates, explains, leads, guides and assists. Both of them plan, both diagnose, both inspect, but administration decides and orders execution, while supervision helps to decide and assist in improving instruction.'

Thus one can come to a conclusion that effective supervision too should go together with administration. Many of the activities in administration have definite supervisory

implications. Administration represents the whole enterprise of school management and the supervision represents a portion of it that is delegated to others by the administrators. Supervision represents a practical part of the over-all direction of the school enterprise.

Inspection and supervision are terms often confused with each other and sometimes treated synonymously. Some people think that whatever is done by an inspecting official is part of his supervisory responsibility; similarly, it is at times thought that supervisory functions include inspection. Supervision of an educational institution is a continuous process undertaken to encourage and direct self-activated growth. The ultimate aim of supervision is, of course, improvement of instruction for providing better education. The headmaster of a school, for example, supervises the working of his institution; and to discharge a part of his responsibility in this matter, he inspects teaching work by sitting in a class or he inspects and countersigns the fee-collection registers of different class-teachers in his school. Inspection, which has the same ultimate objective, is done periodically and it includes an element of supervision. A BEO, for example, supervises the work of school education in his block and inspects the institutions of a particular level, say high schools, assigned to him. For effective inspection, therefore, the educational inspector should also know appropriate technique of supervision. The word inspection carries with it the concept of automatic supervision whereas it is really, taken to be more democratic and cooperative in character.

The traditional concept of supervision and inspection was authoritarian and rigid and did not include the element of professional guidance to teachers. But the modern concept is more scientific, professional, and democratic in approach and character. The term supervision, accordingly, implies professional leadership by the head of the institution and senior teachers of the school. It is a dynamic function involving and stimulating the teachers while evaluating their performance with the ultimate aim of improving the entire teaching-learning situation. Supervision, as such, should involve demonstration teaching, observation lessons, organization of seminars, meetings and workshops, guidance in the preparation of institutional plans, etc. Similarly, inspection should include academic guidance to teachers, encouragement to educational innovations, transport of useful ideas and techniques from one institution to others apart from finding out, as in the past, whether (i) the school has the prescribed number of qualified teachers, (ii) the buildings, accounts and records are maintained properly, (iii) the departmental rules and regulations are observed, (iv) the prescribed curriculum and syllabi have been adopted, and (v) the grants (in case of private schools) have been utilized well.

### ***Principles of Supervision***

Some of the basic principles of supervision in education may be listed as under.

1. Supervision, an integral part of an educational programme, is a co-operative and team activity.
2. All teachers of the school need, and are entitled to, supervisory help and guidance. This service is the responsibility of the headmaster or principal of the institution.
3. Supervision should be adapted to meet the individual needs of school personnel.
4. Trained as well as untrained teachers need, and should benefit from, supervision.
5. Supervision should assist in clarifying the objectives and goals of education and their implications.
6. Supervision should help in the organization and administration of curricular activities for students.
7. Supervision should contribute to improve human relations among personnel in the institution, and with people out-side it.
8. Responsibility for improving supervision of a school rests with the teacher for his/her classroom. Likewise, this responsibility rests with the Headmaster / Principal for the whole school and with the inspectorate and higher authorities for the entire school system.
9. Supervision also requires planning, both long-term and short-term. The planning should be done on scientific lines and with the appropriate involvement of all concerned.
10. Supervision should help interpret and put into practice the findings of the latest educational research.

Supervision of instructional work, co-curricular activities, and school environment, school registers and of development aspects are important. The procedure followed for supervision are through guidance to the teachers and the headmaster, school and classroom visits, teachers' meetings and conferences, holding conferences with the individual teacher, holding teachers' meeting for consideration of major instructional problems, meeting the school management members, etc. The supervision is of several types to fulfill a number of different objectives. It may be corrective, preventive, creative, autocratic, inspirational, humanistic, democratic, etc.

When a fault is detected in administration, suggestions to correct it and also not to

do so in future puts any administration in good stead. It becomes creative when it encourages teachers to think freely for themselves in matters pertaining to objectives, curriculum, organization and content, methods of teaching and evaluation. Sometimes the supervision may be autocratic or authoritarian. It forces and prescribes methods. When the supervision inspires the teachers, of course, it is the most useful and long lasting. It will lift the teachers above themselves. This is possible when the supervisor is an ideal man who nurtures qualities like sincerity and honesty. 'Impression' rather than 'oppression' is the essence of inspirational supervision. Humanistic supervision aims at developing healthy human relationships among all the partners of educational enterprise. The democratic supervision recognizes the dignity and worth of the individual. It encourages freedom while providing direction, advice and suggestion.

**'Check Your Progress' - 1**

1. What is educational administration?

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2. What is the purpose of Educational Administration according to Kendle?

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3. Why is Educational Administration important in India?

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4. Mention any four components of Educational Administration.

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5. What are the points to be borne in mind while taking a decision?

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6. What is Organization?

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7. What is Supervision?

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### **31.4 Principles of Administration**

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Educational administration is very vast. The school is the basal unit of educational administration. You have to note that in the Education Commission Report of 1964-66, it is rightly stated that, “the destiny of India is now being shaped in the class-rooms.”

Thus the good administration of schools has become more important. Efficient school administration is crucial to the success of democracy.

The school administration involves a number of components. They may be listed as follows: Providing the **human equipment**, i.e., headmaster, teaching staff, ministerial staff, and menial staff. Providing **material equipment** like, building, furniture, playfields, laboratory, library, museum, etc. Preparation of **curriculum**, timetable, organization of co-curricular activities, etc., for different classes, maintaining **discipline**, organization of health and physical education, exhibitions and museums, guidance service, maintaining the school records, providing various auxiliary services like mid-day meals, school uniforms, text books, etc.

**Evaluation** of students' achievement, that is, conducting tests and examinations, issue of progress reports and **financing**, preparation of the **budget**, co-operation with the departmental authorities and implementing the orders of the higher educational authorities, are the important components of school administration.

### *Characteristics*

A good school administration will have the following features:

It is **flexible** in character. That means, it is not static, it is always dynamic, providing enough scope for additions and alterations whenever they become necessary. But this does not mean that the administration will be always in fluid condition. It must maintain certain norm and standard rules and regulations. So that, there will be no confusion or chaos at different steps. It means that there should be proper balance between rigidity and elasticity. Only theory is of no use. The school administration should not be only a bundle of theoretical principles. It must help by giving practical measures to achieve the desired objectives. Objectives decided must be achievable and **practicable** to avoid frustration.

There must be close connection between school administration and the **social and political philosophy** of a country. It must adjust itself to the impact of new ideals, new patterns and new mores of the society. Successful administration is that which results in maximum **efficiency**. This will be possible only when human and material resources are properly utilized - right man at the right place; right work at the right time, every activity and project is well planned and well executed. Successful administration is one which, leads to the **successful achievement of desired objectives** of education in a particular community e.g., healthy social living, development of good physical, social, moral, intellectual and aesthetic qualities and healthy democratic living. Thus, school administration must facilitate education. It exists for the pupil and its efficiency has to be measured by the extent to which it contributes to teaching and learning.



### ***Principles***

You know that India is a democratic country. As the school administration should have conformity with the social and political conditions of the country, all the principles of school administration should revolve round the democratic principles. Thus the schools can help to have everlasting good democratic set up in the country. The following are the important principles:

### ***Democratic Philosophy of Education***

Dr. Paul H. Appleby, in his report on Indian Administration has emphasized the need for a philosophical but simple theory for administration for a country, which is determined to create a welfare state. If a philosophy is necessary for general administration, it is all the more so for educational administration which is seeking to fashion a new pattern of education suited to the needs and aspirations of modern India. In an educational institution in a democracy, the administrator is not a small dictator, but a friend and a guide; he consults his colleagues, honours their opinions, converses with them in staff meetings, and meets them informally in gatherings and clubs- he is one among the equals. He recognizes each individual child, finds out his potentialities and gives him help and guidance according to his requirements. Thus the total administration becomes a joint show of the headmaster, teachers, and pupils. Everybody has a clear consciousness and realization of the purpose of democratic philosophy with which the school is administered.

### ***Freedom***

All should enjoy enough freedom to exhibit their powers and talents. Individuals in an atmosphere of freedom can only cultivate the power of critical thinking, an important requisite of democracy. The headmaster should give due recognition to any signs of display of resourcefulness on the part of teachers. They should be free to question, offer constructive suggestions, conduct fresh experiments and bring about healthy changes. The pupils should also be allowed enough freedom to rise to the full stature of their abilities.

### ***Student centered***

All educational administration should be student-centered. The purpose of all educational endeavors is the welfare of the student. This 'flesh and blood' should never be lost sight of in the midst of facts, figures and files. Enough opportunities must be provided for the wholesome development of the students. Whatever is done in the school should be of the students, by the students and, for the students.

***The Administration must be flexible, adaptable and stable***

We have already studied that the administration should have the quality of flexibility. With that we have also come to know that it should not go beyond certain norms and standard regulations. Therefore, it must hold fast to the good, change what requires changing and be fertile in considering individual differences in all personalities involved. In this way it should be flexible.

Some practical measures may be suggested for school administration. Formation of Staff and Student Councils and conducting meetings often and receiving the suggestions from students and staff as the case may be, will help the administrator to go in a democratic way. It is better the students and staff members participate in social service in the locality they live or the school is located. They may take interest in cleanliness and literary campaigns, helping the sick, collection of national defense funds, etc.

**‘Check Your Progress’ – 2**

1. Why is School Administration important?

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2. List any four components of School Administration.

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3. Write one of the important characteristics of School Administration.

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## 31.5 Let Us Sum Up

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- Ordway Tead defines administration as ‘a comprehensive effort to direct, guide and integrate associating human strivings which are focused towards some specific ends or aims.’
- Educational administration is also a comprehensive effort intended to achieve some specific educational objectives.
- Educational administration deals with educational institutions - right from the schools and colleges to the secretariat.
- The many changes, which have taken place in educational thought and practice since the advent of independence in this country, have exercised a considerable influence on secondary school administration.
- Concurrent with this, there has been a rapidly growing recognition that democratic administration is necessary to the development and operation of democratic education. Thus democratic leadership is the only acceptable kind of leadership for education.
- Educational administration is a relatively recent profession. Compared with the profession of law, medicine, architecture, engineering, and others, it is extremely young.
- Educational administration has a number of components.
- Organization is the combination of necessary human effort, material equipment brought together in systematic and effective correlation to accomplish the desired results.
- Supervision represents a practical part of the over-all direction of the school enterprise.
- The supervision is of several types to fulfill a number of different objectives. It may be corrective, preventive, creative, autocratic, inspirational, humanistic, democratic, etc.
- The school administration should have conformity with the social and political

conditions of the country all the principles of school administration should revolve round the democratic principles.

- Some practical measures may be suggested for school administration.

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## **31.6 Answers to ‘Check Your Progress’**

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### **‘Check Your Progress’ - 1**

1. Educational administration is a comprehensive effort to direct, guide and integrate associating human strivings, which are focused towards the development of educational institutions.
2. The purpose of educational administration according to Kendel, “Fundamentally the purpose of educational administration is to bring pupils and teachers under such conditions as will more successfully promote the end of education.”
3. India is a big democracy. The number of schools and colleges are ever growing; the number of teachers is very large. Therefore, a good administration is essential to manage all these things.
4. They are,
  - a. Forecasting
  - b. Decision Making
  - c. Planning
  - d. Organization
5. The following points must be borne in mind while deciding:
  1. The goal must be clear,
  2. The course of action should be simple and easily understood by all concerned,
  3. Standards for targets must be laid.

6. Organization is the combination of necessary human effort, material equipment brought together in systematic and effective correlation to accomplish the desired results.
7. Supervision represents a practical part of the over-all direction of the school enterprise.

### **‘Check Your Progress’ - 2**

1. The Education Commission Report of 1964-66, states that, “the destiny of India is now being shaped in the class-rooms.” Thus the good administration of schools has become more important. Efficient school administration is crucial to the success of democracy.
2. The components are,
  - a. Human and material equipment,
  - b. Curriculum,
  - c. Timetable
  - d. Library and laboratory.
3. It should be flexible in character. That means, it should not be static, but always be dynamic, providing enough scope for additions and alterations whenever they become necessary.

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## **31.7 Unit End Exercises**

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Answer the following questions in about two pages each.

1. What is the meaning of Educational Administration? What is its need and purpose?
2. Explain how the administration, organization and supervision are related to each other.
3. Explain the process of educational administration with the help of its components.
4. What are the principles of educational administration?

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## **UNIT - 32 □ EDUCATIONAL ADMINISTRATION AND SUPERVISION—ROLE OF CENTRAL AND STATE GOVERNMENTS AND NON- GOVERNMENTAL ORGANIZATIONS**

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### **Structure**

- 32.1 Introduction**
- 32.2 Objectives**
- 32.3 Role of Central Government**
- 32.4 Role of State Government**
- 32.5 Role of Non-Governmental Organizations**
- 32.6 Let Us Sum Up**
- 32.7 Answers to ‘Check Your Progress’**
- 32.8 Unit-End Exercises**
- 32.9 References**

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### **32.1 Introduction**

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You are well aware of the fact that we have considered education to be an important tool for resolving social problems and for maximizing the well being of individuals. In our country, where most of the people, even today, remain illiterates, there is an urgent need of providing education to all. This has become more important at the primary education level. India, being a democratic country, requires more educated people for the survival of democracy. The country, as a developing nation, needs the support of the government to provide education at the basic level. As education at the primary and secondary level is quantitatively huge, naturally involves huge expenditure. Only in urban areas, some private organizations may show interest in running schools for children, but not without some profit at least to run the school. As such, in rural areas, where other than government agencies do not take interest in running the schools, it becomes the duty of the government to provide education.

It is not only providing education to a large number of children which becomes important on the part of the government, but it has to impose some control over the institutions run by itself and others to safeguard the interest of the people and to maintain the quality of education. As you know, our Constitution, in its Directive Principles of State Policy, requires the government to make primary education universal and

compulsory. This is in view of providing education to all. Thus the responsibility of the government - both Central and States - is to provide education and also to have administrative control over them.

In this unit you are going to study the role of Central and State governments and also of Non-Governmental Organizations in educational administration and supervision.

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## 32.2 Objectives

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After you complete the study of this unit, you will be in a position to:

- Recognize the importance of the role of
  - Central Government.
  - State Governments, and
  - Non-Governmental Organizations in Educational Administration and Supervision.
- Describe the role of these in Educational Administration and Supervision.

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## 32.3 Role of Central Government

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**Before independence**, in the field of education, there was no proper educational development plan. The British government did not take it seriously. Due to some historical circumstances, there existed some system of education during those days, but not out of any conscious planning.

As you have studied in History, in 1921 a system of rule called Diarchy was introduced. The provincial autonomy was introduced in 1937. These developments resulted in transferring education to Indian control. Thus the central government during the British rule retained only an authority over the provinces and did not do anything directly. The local authorities were first placed in-charge of primary education. It was a part of the programme of transferring powers to Indian people. Later on they were permitted to develop educational programmes at their discretion. The private educational institutions played an important role in British Indian provinces, especially in post - primary education. This was due to lack of government enterprise. The private agencies used to meet the growing demands for education.

**After Independence**, a new chapter was opened in educational administration in India. The Constitutional Provisions have made the Central and State governments take the responsibility of providing education to the people.



The 7th Schedule of the Constitution, which was amended in 1976, put education in the concurrent list with effect from 3.4.1977. Thus the Constitutional provisions envisage: (a) education is in the main a state responsibility, (b) the Government of India has an indirect but significant responsibility for education, (c) there has to be healthy partnership between the Central and the State Governments in the national task of educational reconstruction.

For the purpose of implementation, the educational programmes are divided into three categories.

1. **State Programmes:** These programmes are eligible for central financial assistance. But the responsibility for executing them largely rests with the states.
2. **Centrally Sponsored Programmes:** These are drawn up at the instance or suggestions of the Central Ministry, and have all-India applicability. These are also implemented through the State Governments, like the scheme in the state Sector.
3. **Central Schemes:** These are entirely worked out and implemented by the Central Ministry.

The programmes in each of the three categories are so formulated that they reinforce and supplement the programmes in the other categories.

In India at present the schools are managed by three agencies. They are,

1. **Government:** The Government institutions form only one fifth of the total number of institutions.
2. **Local Authorities:** The institutions conducted by the local authorities are the largest in number- a little less than half of the total and most of them are primary schools.
3. **Voluntary Organizations:** The institutions run by private enterprises form about one third of the total, and dominate pre-primary and post-primary education. The government not only finances its own institutions, but also those of local authorities and voluntary organizations to a substantial extent. The bulk of the expenditure on school education comes from State funds and fees. The contribution made by local authorities and voluntary organizations is very small and of less significance.

Now let us try to understand educational administration at the national level.

At the national level, the agencies, which are concerned with educational development, are,

1. The Ministry of Education - now it is The Ministry of Human Resource Development (HRD).

2. The University Grants Commission (UGC), and
3. The National Council of Educational Research and Training (NCERT).

### **The Ministry of Human Resource Development**

The Minister for HRD is the highest authority to control and formulate educational policies. He directs, executes and ensures uniformity in the pattern of education in different states. One or two deputy ministers according to the exigencies assist him.

The Educational Adviser is the administrative head of the ministry. He is the Secretary to the Government of India and is the principal adviser to the Ministers on all matters of policy decisions and administration. The Ministry of HRD at present functions mainly through five bureaus and deals with the heads of these bureaus.

These bureaus are,

1. School Education.
2. Higher Education.
3. Language, Literature and Fine Arts.
4. Scholarships, and
5. Planning and Ancillary Educational Services.

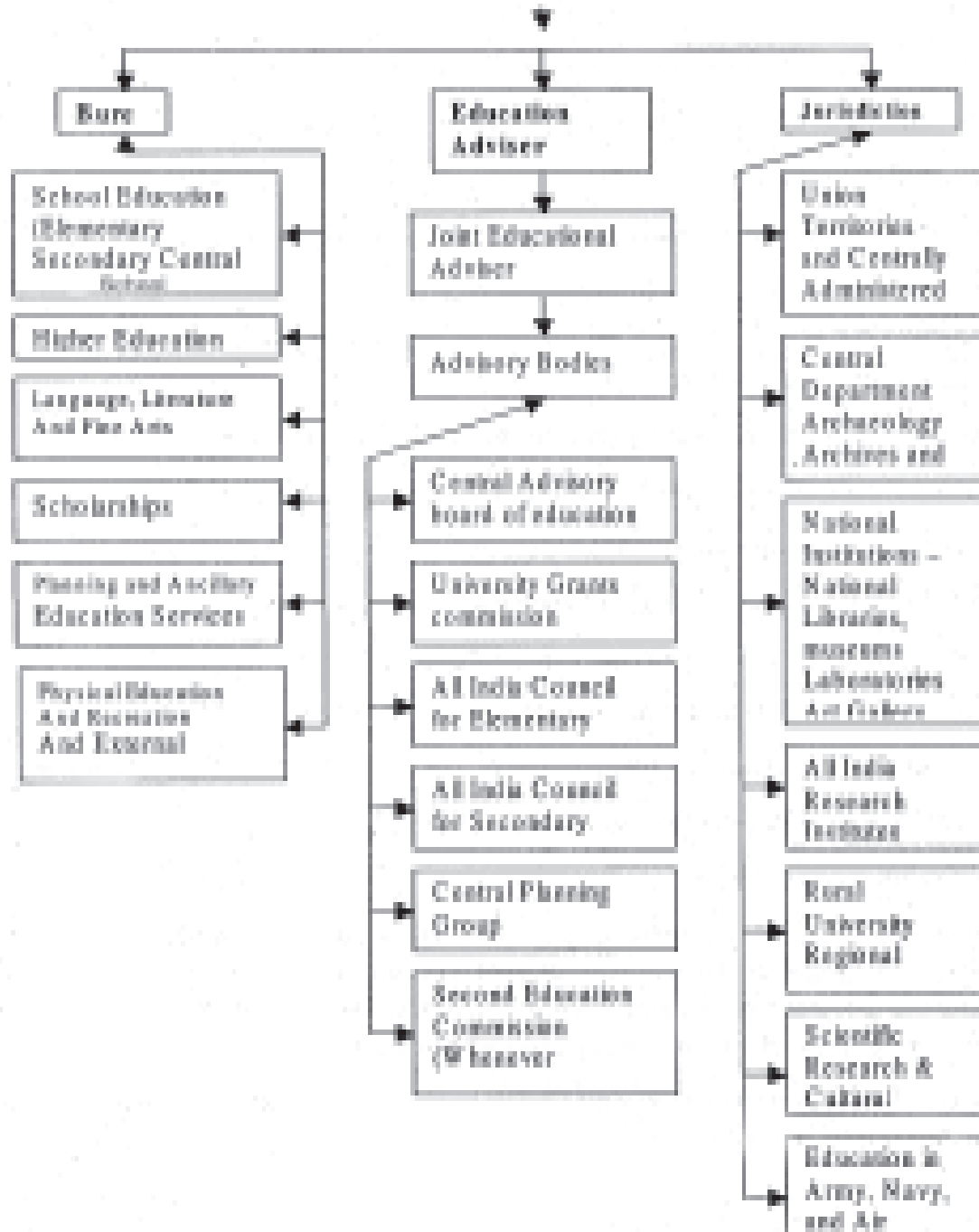
The **Bureau of School Education** deals with elementary, basic and secondary education and the Central and Jawahar Navodaya Vidyalaya School units. **The Bureau of Higher Education** covers both university and technical education. Thus it brings about coordination between the higher and technical education. **The Bureau of Language, Literature and Fine Arts** looks after cultural matters and development of Indian languages and the three Academies. The Scientific Research Division is allied to the **Bureau of Scholarships**.

The **Bureau of Planning and Ancillary Education Services** includes the NCERT Unit, social education, planning, publications, statistics and information. Each bureau has been put in charge of a Joint Secretary or a Joint Education Adviser to whom are attached divisional heads for major subjects. The **Physical Education and Recreation Division** and the **External Relation Division** are separated under the charge of a Joint Educational Adviser.

#### ***Advisory Bodies***

The Ministry has set up a number of advisory bodies which function in different sectors of education. The oldest and the most important of these is **The Central Advisory**

**Union Ministry of Human Resource Development**



**Board of Education.** The Board is presided over by the Union Minister of HRD and includes all State Education Ministers as members. Until 1949, it was the only body, which considered the national problems in education and gave advice to the Central and State governments.

### **Union Ministry of Human Resource Development**

After independence a number of other advisory bodies were constituted. Each of them is expected to deal with special sectors of education. At present there are about 15 such bodies. They are,

1. Indian National Commission for Co-operation with the UNESCO (1949);
2. Advisory Board for Social Welfare (constituted in 1951 and reconstituted in 1954);
3. Board of Scientific Terminology;
4. Central Board of Physical Education and Recreation (constituted in 1950 and reconstituted in 1956);
5. Hindi Shiksha Samiti (1951);
6. National Board of Audio-visual Education (1953);
7. All India Council for Sports (constituted in 1954 and reconstituted in 1959);
8. National Advisory Council for the Education of the Handicapped (1952);
9. National Council for Rural Higher Education (1956);
10. All India Council for Secondary Education (1950);
11. Central Committee for Educational Research (1957);
12. All India Council for Elementary Education (1957);
13. Children's Literature Committee, (1958);
14. National Council for Women's Education (1959);
15. Central Sanskrit Board (1959).

These advisory bodies are very useful. They bring official and non-official workers together in the consideration of educational problems and tender advice to the Central and State Governments on issues, which are of importance in formulating educational policies and programmes. They also bring to bear an all India approach on the discussion of problems entrusted to them.

According to the suggestions made by the **Indian Education Commission**, the following advisory and executive bodies are constituted:

1. National Board of School Education besides the Central Advisory Board of Education to coordinate the standards of education at the national level and help the States.
2. Central Board of Secondary Education to deal with all aspects of Secondary Education at the State level.
3. National Staff College of Educational Administration for training in educational administration and supervision.
4. State Board of School Education to deal with all the aspects of secondary education at the State level.
5. State Board of Vocational Education to look after vocational education in the State.
6. State Institute of Education for providing in-service or regular training for supervisors and administrators and other programmes.
7. State Higher Secondary Committee to look after the Higher Secondary Education.
8. State Education Organization for prescribing standards, improving education techniques, prescribing textbooks, etc.
9. District School Board in each district, to administer elementary education in the district.
10. Block School Committee to look after the management of Government and local body schools in the area.

### ***Functions of Central Government***

In the educational administration, the Central Government has the following functions:

1. Educational Planning.
2. Organization of Special Fields of Education.
3. Control of Educational Programmes by giving grants.
4. Direction and Guidance in Educational matters to States.
5. Equalizing Educational Opportunities.
6. Pilot Projects to demonstrate new programmes.
7. Clearing House Function regarding educational information.

8. Administration of Education in the Union Territories and the Centrally Administered Areas.

Now let us know briefly the above-mentioned functions.

Regarding **Planning**, it lays down the general policy regarding education to be followed by the States. It will determine the targets and priorities and prepare a tentative plan-frame for the country as a whole. It appoints commissions, committees and boards to study the various phases of education and suggests steps to improve the same.

The central Government appoints commissions and committees to **organize** special fields of education like the mass education, professional education, employment of the educated, provision for the backward classes, indiscipline among students, grants commissions for universities, research institutes and laboratories and the central universities. For these purposes, it has set up the All India Council for Technical Education, All India Council for Secondary Education, the All India Council for Elementary Education, the National Council of Educational Research and Training, Navodaya Vidyalaya Samiti, etc.

It **directs and guides** the state governments, local bodies and individual enterprises so as to encourage education on right lines. Through the Central Advisory Board of Education, it tries to solve some serious problems of education, such as, medium of instruction, assessment and evaluation, text book nationalization, teaching personnel, libraries and laboratories.

The Central Government **controls** educational programmes through giving financial assistance to the State Departments of Education. Centre allocates suitable grants for the state, local bodies, private agencies and individual scholars out of the Central Budget. It arranges students' exchange programmes with foreign countries. It makes available certain fellowships and scholarships for outstanding scholars to go into advanced study of subjects. It arranges students' training abroad and in-service training of teachers through the extension service departments.

Regarding establishing **Equalization of Educational Opportunities**, it provides financial assistance to weaker States to help them advance to the level of forward states in the country. Thus it helps to reduce the inequality and also to establish equality of educational opportunities. Thus it helps the weaker states to achieve the set targets.

As a leader, the Central Government puts up **pilot projects** to show the way to others. It is necessary to introduce new things now and then in the field of education. On such occasions the Central Government undertakes certain pilot projects like Rural

Universities, Education Extension Services, Regional Institutes, preparation of text books for different school subjects through the department of Curriculum, Methods and Textbooks. It will also provide leadership for developing programmes of significant and fundamental research in education to assist state governments in improving the quality of education.

The Central Government serves as a repository and clearing house of information and ideas on education, research, training and expansion for all the states. This is done by collecting various information and statistics from a number of sources and publishing them in its publications namely, Education in India, Education in the States and Education in Indian Universities. It also publishes studies and surveys, reports of commissions and committees and such other educational documents. The Ministry of Human Resource Development has a special publication section and it has brought out a large number of publications. Magazines like, Education Quarterly, Secondary Education, Youth, Indian Journal of Educational Administration and Research are some of the important periodicals.

The Ministry of HRD, Govt. of India is directly responsible for education in the Union Territories and also in the Centrally Administered areas like, Pondicherry, NEFA, etc. It is necessary to note that the educational activities are not centralized in the Ministry of HRD, all the ministries will be conducting one or the other educational programmes in the country.

**‘Check Your Progress’ - 1**

1. When was education transferred to Indian control during the British Rule?  

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2. What are the categories made for the purpose of implementation of programmes?  

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3. What are the three agencies, which manage educational institutions?

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4. What is the Ministry of HRD?

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5. What are the five bureaus through which the ministry of HRD functions?

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6. Which is the oldest educational advisory body at the Centre?

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7. Mention any three educational functions of the Central Government.

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## 32.4 Role of State Government

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### **Administrative Set-up**

As we have understood already, in the Constitutional provision, the education is in the main a state responsibility. At the state level, there will be a Directorate of Education. It works under the direct control of the Minister of Education. The Minister controls the educational policy and directs its implementation. He is also responsible to the State legislative of which he is a member.

In a state there will be a number of types of education. The Education Minister is responsible for the general education. The other types of education referred to here be, for example, medical education, technical education, agricultural education, industrial education, etc., come under the concerned ministry.

As far general education is concerned, the education minister administers his duties through the State Department of Education. The State Department of Education is organized at two focal points: I) Policy making and coordination function in the **Secretariat** and, ii) the direction, regulation and inspection function at the **directorate**.

### ***Secretariat***

The Secretary is the administrative head of the Secretariat. He is directly responsible to the Minister of Education. Generally, the Secretary will be an IAS officer. A deputy secretary, a few assistant secretaries and under-secretaries assist him. The Secretary keeps liaison between Directorate of Education and the Government.

### ***Directorate***

A Director of Education called Director of Public Instruction heads the Directorate. In some States he is called Commissioner for Public Instruction. In the State of West Bengal it is the Commissioner of Public Instruction who heads the Department of Primary and Secondary Education. The Commissioner belongs to IAS cadre. He is the executive head of the Education Department and is responsible for offering technical advice to the Minister and for carrying out the policy of the Department. He keeps the Government informed regarding the educational needs and actual progress of education in the state, people's reaction to its government policy of education, awards grants, conducts research, etc. The Commissioner contacts the Department through his staff at the Headquarters. He is assisted by a number of Joint Directors and Assistant Directors

in the Headquarters and at the District Level the Education officer is called Deputy Director of Public Instruction. Formerly there were Divisional Educational Offices for each revenue division in West Bengal.

In each District in the State, as we have already understood, there will be its Deputy Director of Public Instruction. Block Education Officers assist him. Each taluk in the District is considered as its Block. All states do not have identical administrative set-up but most of them practice a three-tier arrangement, namely, The State Level, The Divisional Level and the District Level. In West Bengal, as we have already understood, the Divisional Level is discontinued and therefore, there is only two-tier system, namely, the State Level and The District Level educational administration.

General education administration, in some states, is divided into two or three different Directorates. For example in West Bengal, the **primary and secondary education** is controlled by the Commissioner for Public Instruction, **the pre-university education** is controlled by a separate Director and the **collegiate education** is controlled by another Director. There are two ministers in charge of general education.

One for the Primary and Secondary education including the Pre-university education and the other for the higher education, including technical education, But the medical education is under the control of another separate minister:

### **Educational Functions of State Governments**

State governments have the following functions as far as education is concerned.

1. **Finance:** The most important function of State Governments is to find out all the resources needed for elementary and secondary education. This responsibility is subjected only to two limitations, (i) Central grants that may be received from time to time, and (ii) the contribution raised by local bodies and private agencies, if any.
2. **Legislation:** To pass laws for different types of education are the second major function of the state. To pass laws for compulsory attendance for elementary education, education for women, handicapped, etc., is the state responsibility.
3. **Supervision and Inspection:** Since the State provides the vast bulk of the funds required for education and is responsible to account for it to the state legislature, it has to maintain an agency to supervise schools in all cases. Even when the authority over elementary and secondary education is transferred to local bodies, the state has to maintain a supervising machinery of its own to watch over the manner the schools are being run by them. Where they fail to run the schools properly, the state takes over these schools.

4. **Recruitment of teachers:** The states are responsible for recruitment of teachers, for prescribing the remuneration and other service conditions of teachers. The recruitment of teachers is sometimes done by the Public Service Commission and sometimes by authorities appointed by the state, for example; Local Appointment Committees, etc. Even when it is transferred to local bodies, the state retains the right to frame recruitment rules and to lay down the procedure for recruitment.
5. **Prescription of Curricula:** State prescribes the textbooks for the entire state or for different zones or regions in line with the curricula framed. The production and easy supply of textbooks is one of the major responsibilities of the state.

When the responsibility for education is transferred to local bodies, the state government has to take over to itself, in relation to the local bodies under its control, all those functions which the Centre has to perform in respect to the states viz,

- a) It has to act as a clearing house and coordinating agency so as to bring about unity and coherence;
- b) It has to provide leadership through training of staff, supervision, research and pilot projects;
- c) It has to equalize educational opportunities by providing special assistance to the poorer and more backward local bodies.

It is obvious that the state governments have supreme responsibilities for education and that, even when local bodies are made to share the burden at times, the residual responsibilities of the state are still large and are of very great significance.

### **State and Secondary Education**

Secondary Education is under direct and full control of the states. The state governments prepare their education plans in the light of their local conditions and needs and within the plan-frame prepared at the centre.

State governments have set up Secondary Education Boards as per the recommendations made by the Secondary Education Commission at the centre. The Secondary Education Boards are mainly advisory boards. They include secondary school teachers and headmasters, and representatives of universities. Through their syllabus committee, they frame and recommend curricula for approval by the Government. They also conduct the final school leaving examination.

The state governments exercise control, partly direct and partly indirect, over all

secondary schools irrespective of the type of management, through their power to accord aid and, or recognition. They give subsidies and grants-in-aid to other managements to meet a proportion of the total expenditure. Always this financial aid is subject to conditions laid down by the government in their recognition orders issued to the schools. In this way, the state governments control the secondary education system by using the rules and regulations formulated for the purpose, and through the periodical inspection and supervision over the working of the schools and management.

There are a few schools in each state not coming under state control. They are,

- a) Schools administered by other public authorities like the Railway Ministry or the Defense Ministry, which generally fall in line with the state system, and send up their pupils for final examination conducted by the State Board.
- b) The public schools, which do not fit into any state pattern but are residential institutions, cater to a select category of pupils, who generally take the Senior Cambridge Examination.

### **State and Higher Education**

States also control the activities of the universities. They appoint commissions and committees to give suitable recommendations to improve universities. The state universities are dependent upon the state government. States provide universities with the funds for their successful functioning. State government gets things done in universities through the department of education.

As far as the establishment of colleges and appointment of teachers are concerned, the state governments have direct control over them. The government, through the Director of Collegiate Education, directly manages the Government Colleges. The rules and regulation of the government also govern the colleges managed by private management. The colleges are affiliated to the university in their geographical location. The university to which a college is affiliated does the prescription of syllabus and the conduct of examinations and issue of certificates.

### **State and Primary Education**

Though primary education falls under the control of state, yet because of decentralization, it is the duty of the local bodies to look after the day-to-day functioning of primary education. The Zilla Parishad has been given the responsibility of donning the primary education with the help of the Deputy Director of Public Instruction (DDPI) who is the head of Primary and Secondary Education at the District Level. The DDPIs

are assisted by the BEOs at the Taluk level to inspect and supervise the primary schools.

There are arguments in favor, as well as against, the control of primary education by Local Bodies. Some argue that since the local bodies have limited financial resources, lack of leadership and local political interference in school affairs, it is not fair on the part of the government to give responsibility to Local Bodies. But those who argue in favor of this proposition say that the local administration always takes necessary action quickly, fulfill local needs and look after the students' welfare, etc.

The decentralization will become successful by proper inspection of schools, by framing definite recruitment rules for teachers' appointment, and by regular administrative checkup by the state officials, etc.

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### **32.5 Role of Non-Governmental Organizations**

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Non-governmental or voluntary agencies have made a very significant contribution in the development of education in India. Private management manages nearly half of the educational institutions. There are different types of private institutions such as, recognized and unrecognized, aided and unaided institutions. A recognized institution may be aided or unaided. An aided institution is necessarily a recognized institution. It receives regular financial aid from the government. At the school level, the government of the state or the union territory concerned gives the recognition.

A recognized school implies the existence of some minimum standards in physical facilities as well as in the educational work done by the institution. Students of a recognized school are eligible for admission to the corresponding class or standard of another recognized school. This privilege is not available to pupils of an unrecognized school. A high or higher secondary school/intermediate college/junior college is also affiliated to a board of school or intermediate/junior college education. In that case, the students of the school or college are eligible to take the examination of the board and receive certificates on success. This relationship of school/college with the board is also sometimes loosely expressed as recognition by the board. The question of affiliation is primarily raised with respect to private schools / colleges because the government schools/colleges are normally given the affiliation automatically. An autonomous board (Statutory body or registered society) has, however the authority to refuse affiliation to a weak school or college set up by the government.

A degree level college should be affiliated to a university. An affiliated college is entitled to all privileges of the university. If a college is not affiliated to a university, its

students can take their university examinations only as private candidates if that facility is available in the university. Degrees of the universities are normally recognized on a reciprocal basis. Recognition of a particular degree of university by another university implies eligibility to the degree holders of the former university to seek admission to subsequent courses in the latter university. Recognition of a particular degree or certificate or diploma by a government means permission to the possessor of that degree or diploma or certificate to apply for that government's post where that particular degree/diplomat/certificate is the prescribed minimum qualification.

A private or non-government educational institution may be established by a charitable, philanthropic or social welfare organization/individual. Such an organization or individual will provide a piece of land, construct buildings, provide furniture, teaching aids, etc. and finance the teachers and non-teaching personnel for sometime before the institution is recognized or affiliated and it seeks grants-in-aid from the government. Even after the financial assistance is received, the management must invariably contribute some matching share.

A private institution has a governing body by whatever name it may be called. In many cases, the governing body has on it a representative of the state government or the local body. In the case of a college, there may be a representative or nominee of the affiliating university, too. The accounts of an aided educational institution are required to be duly audited by a chartered accountant, and the installment of financial assistance is normally not released unless the previous year's audit report is received and is decreed satisfactory.

Philosophically, there is a debatable view that the government should have nothing to do with educational institution and that the entire education should be under private management. The supporters of this view maintain that full and free growth of the individual cannot be ensured under a government because it is interested in one particular ideology - the ideology of the ruling political party. But in a multi-religious and multi-lingual country like India, there is also the fear of some kind of regimentation in a private educational institution. It may be noted that in socialist countries, all educational institutions are with the government.

As far as educational standards are concerned, the facilities provided in and the restrictions imposed upon government institutions create a situation in which all such institutions maintain a kind of average standard, and the inter-institution variation among them is within a narrow range. On the contrary, a private institution may be very low or very high in terms of the educational standard reached by it. Experience has indicated

that in terms of results in public examinations or those for scholarships or selection, students of private institutions often show a better performance.

**‘Check Your Progress’ - 2**

1. What are the two focal points of the State Department of Education?

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2. What is the important work of Education Secretary?

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3. Who is the head of Education Department at the District Level?

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4. What are the functions of State Government towards education?

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5. Who looks after Primary Education?

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6. What are the different types of private educational institutions?

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7. Which students exhibit better performance?

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### **32.6 Let Us Sum Up**

- **After Independence**, a new chapter was opened in educational administration in India. The Constitutional Provisions have made the Central and State governments take the responsibility of providing education to the people.
- For the purpose of implementation, the educational programmes are divided into three categories.
  1. State Programmes.
  2. Centrally Sponsored Programmes and
  3. Central Schemes.
- The programmes in each of the three categories are so formulated that they reinforce and supplement the programmes in the other categories.



- In India, at present, the schools are managed by three agencies. They are,
  1. Government
  2. Local Authorities
  3. Voluntary Organizations
- The **Bureau of School Education** in the Ministry of HRD deals with elementary, basic and secondary education and the Central and Jawahar Navodaya Vidyalaya School units. The **Bureau of Higher Education** covers both university and technical education. Thus it brings about coordination between the higher and technical education.
- According to the suggestions made by the **Indian Education Commission**, a number of advisory and executive bodies are constituted to help the ministry.
- In the educational administration, the Central Government has the following functions.
  1. Educational Planning.
  2. Organization of Special Fields of Education.
  3. Control of Educational Programmes by giving grants.
  4. Direction and Guidance in Educational matters to States.
  5. Equalizing Educational Opportunities.
  6. Pilot Projects to demonstrate new programmes.
  7. Clearing House Function regarding educational information.
  8. Administration of Education in the Union Territories and the Centrally Administered Areas.
- As far general education at the State Level is concerned, the State Education Minister administers his duties through the State Department of Education. The State Department of Education is organized at two focal points: I) Policy making and coordination function in the **Secretariat** and, ii) the direction, regulation and inspection function at the **directorate**.
- The Secretary of Education is the administrative head of the Secretariat. He is directly responsible to the Minister of Education.
- In the State of West Bengal, the Commissioner of Public Instruction heads the Department of Primary and Secondary Education called the Department of Public Instruction.

- In each District in the State, there will be a Deputy Director of Public Instruction. Block Education Officers assist him. Each Taluk in the District is considered as a Block.
- Though primary education falls under the control of state, yet because of decentralization, it is the duty of the local bodies to look after the day-to-day functioning of primary education.
- Non-governmental or voluntary agencies have made a very significant contribution in the development of education in India.
- A private or non-government educational institution may be established by a charitable, philanthropic or social welfare organization/individual.
- Experience has indicated that in terms of results in public examinations or those for scholarships or selection, students of private institutions often show a better performance.

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## **32.7 Answers to ‘Check Your Progress’**

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### **‘Check Your Progress’ -1**

1. In 1921 a system of rule called Diarchy was introduced. The provincial autonomy was introduced in 1937. These developments resulted in transferring education to Indian control.
2. The three categories are,
  - a) State Programmes.
  - b) Centrally Sponsored Programmes.
  - c) Central Schemes.
3. They are,
  - a) Government.
  - b) Local Bodies and,
  - c) Non-Governmental Organizations.
4. The Ministry of HRD is the Ministry of Education at the Centre. HRD is Human Resource Development.

5. The five Bureaus are,
  1. School Education.
  2. Higher Education.
  3. Language, Literature and Fine Arts.
  4. Scholarships, and
  5. Planning and Ancillary Educational Services.
6. The oldest Advisory Body is, The Central Advisory Board of Education.
7. The three functions are,
  - i) Educational Planning.
  - ii) Organization of Special Fields of Education.
  - iii) Control of Educational Programmes by giving grants.

### **‘Check Your Progress’ - 2**

They are,

1. Policy making and coordination function in the Secretariat and, the direction, regulation and inspection function at the directorate.
2. The Secretary keeps liaison between Directorate of Education and the Government.
3. The Deputy Director of Public Instruction.
4. The State government has to Finance, make Legislation, arrange for Supervision and Inspection of schools, recruit teachers, prescribe curricula, etc.
5. The Primary Education is the concern of Local Administration like Zilla Parishad in Karnataka.
6. There are recognized and unrecognized and aided and unaided private educational institutions.
7. The students who come out successfully from private education institutions exhibit better performance.

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## **32.8 Unit End Exercises**

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Answer the following questions in about two pages each.

1. Justify the need for education administration. Why does democracy need efficient and good administrative machinery?

2. “Although education is mainly a state subject, yet Government of India is doing a lot for improving education in the country.” In the light of this statement discuss the functions of the Central Government in respect of education.
3. Discuss the recommendations of the Indian Education Commission for improving the educational administration and planning in our country.
4. Discuss the relationship between State Government and local bodies (Zilla Parishad) in the administration of primary education in Karnataka.
5. Explain the service rendered by voluntary organizations in the field of education.

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## **UNIT - 33 □ INDIAN EDUCATIONAL ADMINIS- TRATION - STRUCTURE**

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### **Structure**

- 33.1 Introduction**
- 33.2 Objectives**
- 33.3 Educational Administration -Structure at Central Level**
- 33.4 Educational Administration — Structure at State Level**
- 33.5 Role of NIEPA, UGC, NCERT, NCTE, AICTE & IMC**
- 33.6 Let Us Sum Up**
- 33.7 Answers to ‘Check Your Progress’**
- 33.8 Unit-End Exercise**
- 33.9 References**

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### **33.1 Introduction**

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The many changes, which have taken place in educational thought and practice since the advent of independence in this country, have exercised a considerable influence on educational administration. In the first place, it has been recognized that education should be an instrument of democratic policy in India. It should help our youths discover their vocation and responsibilities and not merely cramp their mind with facts and figures. It has to prepare them to live in a contemporary society and face its problems without fear, happily and integrally. Concurrent with this, there has been a rapidly growing recognition that democratic administration is necessary to the development and operation of democratic education. Thus democratic leadership is the only acceptable kind of leadership for education. It gets things done, and it improves the educational institutions also. Finally, the field of education has grown larger and more complex, and a considerable number of duties confront educational administrator today. Anyone familiar with these developments cannot help being impressed with the increasing complexities of administering a forward-looking programme of education.

In this Unit you are going to study about the administrative structure of Indian education at the Central and State level and the functions of various Councils and Commissions set up in our country to help the development of education and safe guard its quality.

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## 33.2 Objectives

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After you complete the study of this unit, you will be in a position to:

- Draw structures of educational administration at the Centre and State levels.
- Prepare a list of functions of various education commissions and councils and analyze their activities towards maintaining the quality of education at various levels of education.

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## 33.3 Educational Administration -Structure at Central Level

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You have already understood that India is a sovereign democratic republic with a parliamentary form of government based on universal adult franchise. At present India is a union of 28 States and 7 Union Territories.

Education in India is at present under the control of three distinct bodies - Central Government, State Governments and Local Bodies. It may, however, be noted that since 1921 education at all stages with two important qualifications is a State responsibility. (The 42<sup>nd</sup> Amendment of the Constitution in 1976 for, the 7th Schedule, Put education in the Concurrent List, making both Union and State governments hold equal responsibility as far as education is concerned). These qualifications are in respect of advanced research and technical education. In view of the need for coordination of facilities and the maintenance of standards at the higher levels, the Constitution has placed the Central Government the responsibility in these respects.

Education at the Centre remained combined with Health and Agriculture till 1945, when bifurcation was effected and a separate Department of Education was set up. In 1947, it was raised to the status of a Ministry. Ten years later, it was further entrusted with scientific research.

In 1958, the Ministry of Education and Scientific Research was recognized and was bifurcated into two independent ministries, viz., (i) The Ministry of Education, and (ii) the Ministry of Scientific Research and Cultural Affairs.

### **The Ministry of Education (HRD)**

The Ministry of Education at the Centre is recently renamed as **Ministry of Human Resource Development**. The Minister heads this ministry for HRD, who is of cabinet rank. He plays an important role in formulating general policies and ensuring uniformity in the pattern of education in different states. One or two deputy ministers assist him according to the need.

The HRD Adviser is the administrative head of the Ministry. He is the Secretary to the Government of India, and is the principal adviser to the Minister on all matters of policy and administration. The HRD Ministry has nine divisions. They are:

1. Elementary and Basic Education.
2. Secondary Education.
3. University Education.
4. Hindi.
5. Social Education and Social Welfare.
6. Physical Education and Recreation.
7. Scholarships.
8. Research and Publications.
9. Administration.

Excepting the Administration Division, each of the above divisions is in charge of a Deputy HRD Advisor. They are called Deputy Secretaries. The Ministry is advised on educational matters by a number of bodies. The most important among these are: the Central Advisory Board of Education (CABE), Directorate of Extension Programmes for Secondary Education (DEPSE), The University Grants Commission (UGC), the Social Welfare Board, the All-India Council for Elementary Education (AICEE), and the National Council for Women's Education (NCWE).

**The Central Advisory Board of Education**, a statutory body constituted in 1921, is the main pivot of activities of the Ministry. The present constitution of the Board is as follows:

1. The Honorable Minister for HRD (Chairman)
2. The Educational Adviser to the Government of India.
3. Fifteen members to be nominated by the Government of India, of whom four shall be women.
4. Five members of Parliament, two from the Upper House and three from the Lower House, to be selected by Parliament.
5. Two members of the Inter-University Board (India) nominated by the Board from amongst their representatives of universities in India.
6. Two members of the All-India Council for Technical Education to be nominated by the Council.

7. One representative of each State Government, who shall be the Minister-in-charge of Education. If he is unable to attend a particular meeting he may nominate an officer of his Department for that meeting.
8. Secretary of the Board - who will be appointed by the Government of India.

The tenure of office of the non-official members of the Board is three years provided that a member elected or nominated under Clauses (4), (5) and (6) forthwith ceases to be a member of the Board if he ceases to be a Member of Parliament, the Inter-University Board or the All-India Council for Technical Education, as the case may be. The ex-officio members of the Board will similarly cease to be members when they relinquish the office by virtue of which they are members of the Board.

All casual vacancies among the members, other than ex-officio members, are filled by the authority or body who nominated or selected the member whose place falls vacant and the person appointed to a casual vacancy shall be a member of the Board for the residue of the term for which the person whose place he fills would have been a member.

The Board meets every year and discusses matters of all India importance. Its decisions are, however, not binding on the States, as they are free agents accepting the Centre's suggestions voluntarily. The Board has, however, established very sound traditions. Attached to the Board is the Central Bureau of Education, which works through two secretaries dealing with over-seas and internal information. The Bureau collects most recent information about educational progress in India and abroad. In addition to the publication of annual and quinquennial reviews on the progress of education in India, the Bureau has also published several educational reports of great importance. It also maintains an excellent library.

The next important advisory body is **the Directorate of Extension Programmes for Secondary Education**. On March 22, 1955, the Government of India had set up an expert body known as the All-India Council for Secondary Education for advising the Central and State Governments regarding secondary education. But in September 1958, its executive functions were transferred to a new body, viz., the Directorate of Extension Programmes for Secondary Education (DEPSE). It is in-charge of the in-service education programmes of extension departments attached to a number of Teachers' Colleges of India.

The reconstituted Council has representatives from the Ministry of Education and the Ministry of Finance and one member nominated by each of the following bodies: the All-India Council for Technical Education, the University Grants Commission, the All-India Council for Elementary Education, the All India Federation of Educational



Associations, Association of Principals of Training Colleges, and a nominee from each of the twenty eight State Governments.

The University Grants Commission was constituted in 1953, and was given an autonomous statutory status by an Act of Parliament in 1956. Most of the matters connected with university education including the determination and coordination of standards and facilities for study and research have been committed to the care of this body. You are going to study more about UGC in the next section of this lesson.

The Social Welfare and Rehabilitation Directorate was set up in 1953 as an autonomous body with a chairman and twelve members. The **main objectives** of the board are,

1. To **survey the needs**, assist and **evaluate the programmes** of social welfare organizations.
2. **To Coordinate the assistance** extended to welfare agencies.
3. To promote the **setting-up of social welfare institutions** in places where they do not exist.
4. **To give grant-in-aid** to voluntary institutions providing welfare services and,
5. **To subsidize hostels** for working women and the blind, etc.

The All-India Council for Elementary Education was set up on July 1, 1957.

The functions of the Council are as follows:

1. Preparation of programmes for the early implementation of Article 45 of the Constitution (the provision of free and compulsory education for all children in the age-group 6-14 by 1960)
2. To revise them as and when necessary and to review the progress made in this direction.
3. Preparation of detailed programmes for the expansion and improvement of elementary education in each State.
4. Organizing and assisting research in the administrative, financial and pedagogic problems of elementary education.
5. Production of literature to help the education department and teachers to improve the quality of elementary education.
6. Conducting sample survey and special investigations, and generally to advise on all matters as might be deemed necessary to provide proper guidance, leadership and coordination for the improvement and expansion of elementary education.

The National Council for Women's Education was set up in 1958. It consists of a Chairman and 28 members - a representative of each state, a representative of the Central Board of Secondary Education (CBSE), two members of the parliament, two representatives of the Union Ministry of HRD, a representative of the Union territories, and a representative from each of the following ministries: Community Development, Health and Labour.

### **Coordinating Functions**

We have already understood that, the Central Government has a very limited control over education and the management of public instruction has been entrusted to State Governments. But the Central Government plays a very important role as a coordinating agency. Thus it does a number of functions. They may be listed as follows:

1. It fixes a general policy of reconstruction with an All-India outlook, maintain cultural relations with foreign countries, associations and the UNESCO, and grants scholarships for Scheduled Caste, Aboriginal and Hill tribes as well as to overseas students from this country. It also looks after the welfare of Indian students abroad.
2. The Central Government is a coordinating, advisory and informative agency, so far as the State Governments are concerned. With the help of the CIBE and the Bureau of Education, it is able to advise and collate for the benefit of the States, educational experiences derived not only from different parts of the country but even from abroad. The Bureau publishes educational reports and statistics of great importance. The Central Government further seeks to discharge its responsibilities and maintains quality in different fields of education through the All-India bodies like, NCERT, UGC, CBSE, AICTE, IMC, NCTE, etc.
3. The Central Government is exclusively in charge of education in Union Territories.
4. It also looks after the Central Universities like, Delhi, Aligarh, Banaras and Visva-Bharathi.
5. It is in charge of a number of National Institutions, viz., National Institute of Education, Delhi, Central Institute of English, Hyderabad; Laxmibai College of Physical Education, Gwalior; Training Centre for Adult Blinds, Dehradun, etc.
6. It promotes research through the NCERT.

7. The Union Ministry of HRD further loans educational films to State Governments and educational institutions.
8. It is also in charge of the National Archives.
9. It gives liberal grants-in-aid to State Governments and universities for research work subject to prior approval of projects and programmes.

### **The Ministry of Scientific Research and Cultural Affairs**

Like the Ministry of HRD, a cabinet minister also heads this ministry. The secretariat staff of the ministry consists of a secretary (Educational Adviser), a joint secretary and several deputy secretaries. The ministry is divided into following six divisions:

1. Administration.
2. Scientific Research.
3. Technical.
4. Cultural.
5. External Relations.
6. Cultural Scholarships and Publication Divisions.

The ministry is advised by the AICTE on all matters relating to the coordination and development of technical education in the country above the secondary school level. You are going to study more about AICTE in Section 33.5 of this lesson.

For the day-to-day work of the Council, there is a small coordination committee representative of all the interests in the Council. The other Advisory bodies attached to the Ministry are: The Central Advisory Board on Museums, CAB on Anthropology, CAB on Archaeology, and the Art Purchase Committee. The CAB on Museums advises the Government of India in matters relating to the organization and development of museums in the country. The CAB on Anthropology and Archaeology advise the Government in their respective fields. The services of Art Purchase Committee are utilized by the Government for guidance in acquiring and purchasing art objects 'worthy of being preserved by the nation in the National Museum and the National Gallery of Modern Art'.

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## **33.4 Educational Administration —Structure at State Level**

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Since the year 1975, education is in the Concurrent List in the Constitution of India. Before that, it was in the state list only. This is a very sensible change. Although

it does not reduce the responsibility of state governments in the field of education, it empowers the central government also to legislate for education with the provision that if a state act comes into conflict with the central act, the latter act will prevail. The teachers of India as a class are greatly in favour of the concurrent status, and several of their associations have passed resolutions supporting the alteration.

Also you have studied that the Constitutional provisions envisage: (a) education is in the main a state responsibility, (b) the Government of India has an indirect but significant responsibility for education, (c) there has to be healthy partnership between the Central and the State Governments in the national task of educational reconstruction. Now let us understand the administrative setup of education at the state level.

Education in a state with a few exceptions is generally in charge of two ministers - one for elementary, secondary and pre-university education and the other for higher education. One or two deputy ministers assist them. These exceptions are medicine, agriculture, veterinary science, industry, and technical education. The concerned minister controls the educational policy and directs its execution. He is also responsible to the State Legislature, of which he is a member.

The minister administers his duties through the State Department of Education. It has six major functions to perform:

1. To provide leadership for the entire educational system of the state.
2. To advise the legislature with respect to educational legislation.
3. To coordinate educational activities throughout the State.
4. To determine the effectiveness of the state's programme of education.
5. To assist private managements and local bodies in conducting their schools.
6. To direct research activities necessary for the solution of educational problems.

The State Department of Education has two wings for administering the above functions, viz., (1) the Secretariat of Education, and (2) the Directorate of Education. The secretariat is directly connected with the minister and deputy ministers. It frames policies regarding different aspects of education. The secretary is the principal officer in the secretariat. Deputy Secretaries and a few under-secretaries assist him.

The directorate is an executive body. It executes the policy of the government framed in the secretariat. It is, in fact, the connecting link between the government and the educational institutions scattered in different parts of the state. It keeps government informed regarding the educational needs and actual progress of education in the state, people's reactions to a government policy of education, awards grants, conducts researches, etc.

The Director of Public Instruction (DPI) is in charge of the directorate. In West Bengal, the Director of Public Instruction is called as Commissioner for Public Instruction

(CPI). He is, in fact, the chief executive authority of education in a state. He is also the technical adviser to the minister. Directors, Joint Directors and Assistant Directors of Public Instruction assist him in his office. Each Director will be in charge of different wings in the CPI's office. For example, the Primary education will be in-charge of a Director, the Mid-day Meals will be in-charge of another Director, preparation and printing of Text Books will be in-charge of another Director, etc.

A state, as you know, is divided into revenue divisions. The same divisions are retained for educational administration purpose also. Each of these divisions is considered as educational division too, and Joint Director of Public Instruction heads each such division.

The district education office is called the Office of the Deputy Director of Public Instruction (DDPI). The DDPI is the head of these offices. He is responsible in his district for:

1. The supervision of all primary and social education.
2. The administrative control of all government primary and secondary schools.
3. The control and inspection of all secondary schools and training institutions for primary (D.Ed., Colleges) teachers, and such other schools as are under the control of the CPI.

The Taluks in the District are called Blocks for educational purposes. A Block Education Officer (BEO) heads each Block. He is directly answerable to the DDPI. The BEO is responsible for supervision and control of all the primary schools in his Block. Inspectors and Deputy Inspectors of Schools help him in this work. The BEO and Inspectors of schools visit primary schools and help the heads of those schools to run the school in the desired manner by giving them proper guidance. The Subject Inspectors along with the BEO and the DDPI visit secondary schools for the same purpose.

Recommending government the case of a private secondary school for the grant of recognition, periodical inspection of both government and private secondary schools and training institutions (primary teachers), supervision of different government schemes like distribution of textbooks, mid-day meal scheme, etc., is the responsibility of the DDPI and BEOs at the District and Block levels.

Just like the NCERT at the national level, the DSERT (Department of State Educational Research and Training) at the state level, helps schools in educational research, and training of in-service teachers. The DSERT will also look after the working of Teachers' Training Colleges meant for Secondary Schools in the state. The DSERT is headed by one of the Senior Officers of the CPI's office.

## **Pre-University Education Department**

As far as the Pre-University education is concerned, in West Bengal, it is included in a separate Government Department called Pre-University Department. The Director of Pre-university Department heads this department. Joint Directors and Deputy Directors assist him in his work. This Department is responsible for prescribing curricula, preparation of textbooks, appointment of lecturers and principals for the government pre-university colleges, supervision and control of private pre-university colleges, etc.

One of the important functions of this department is the conduct of PU examinations. For that purpose it will arrange for workshop for examination question paper setters. As the number of students taking this examination in science, arts and commerce is considerably very big, the conduct of examination is of great responsibility. The course being a turning point as the students have to choose professional courses after the PU, the sanctity of examination becomes very important. After the examination is over it has to arrange, at various centers, the valuation camps.

In every district there is an office of the Deputy Director of Pre-University Education. The DDPUE will be in charge of supervision and control of all the PU colleges in the district. Recommending colleges for sanction of grant-in-aid, sanction of scholarships, arrangement of sports and cultural activities at the district level for PU students, etc are the main functions of the DDPUE,

## **The State and Higher Education**

Institutions of higher education are of two types - Universities and Colleges. So far as universities are concerned, they are independent and autonomous bodies. They, however, depend on the State Government in two ways: 1. They are created by Acts of the State Legislature, and are thus dependent on Government for their constitution and powers; and 2. They receive financial aids for recurring and non-recurring expenses from the State, the total amount depending on the sanction of the State Legislature. But for these two restrictions, Indian universities are more or less autonomous.

Three distinct bodies - government, private bodies, and local boards, manage the Colleges. In West Bengal, at present, all the local body colleges are taken over by the government. Thus, there exist only two categories of colleges, namely, Government and Private management colleges.

The number of government colleges is one-third of the total number, whereas the remaining two-thirds are private management colleges. There is a Directorate for Collegiate Education headed by Director. The Regional Collegiate Directors used to help the Director, but very recently, these Regional Directors' offices are closed and

the state government is thinking of giving necessary powers to supervise and control all colleges to the Universities. This has not been finalized. Till then the Director will be in-charge of all the colleges as far as their supervision and inspection are concerned. The concerned universities will look after the matters relating to the prescription of curriculum for different subjects, prescribing text books in languages and recommending books for reference and conduct of examination, announcement of results and award of certificates and degrees in case of colleges affiliated by them.

**‘Check Your Progress’ - 1**

1. What are the bodies, which control education at present?

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2. What are the educational responsibilities of the Central Government?

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3. What is the education ministry at the Centre called?

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4. Which is the main advisory body of HRD Ministry?

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5. What are the two wings of State Department of Education?

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6. What are the important duties of the CPI?

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7. What are the main functions of Department of Pre-University Education?

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### **33.5 Role of NIEPA, UGC, NCERT, NCTE, AICTE & IMC**

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In our country there are a number of national agencies which have been given the responsibility of monitoring the quality of education in schools, colleges and universities, through offering help in framing curriculum, conducting research in education, inspection of colleges and universities, arranging short term in-service refresher courses to the teachers, etc.



## **NIEPA**

National Institute of Educational Planning and Administration (NIEPA) is a National Institute in educational planning and administration in South Asia. It is an autonomous organization registered under Societies Registration Act of 1860. It is fully funded and sponsored by the government of India. With specialization in policy, planning and management in education, NIEPA is the professional wing of the Government of India. The prime concerns of NIEPA are capacity building in educational policy, planning management through research, training, consultancy and dissemination.

### ***Establishment***

NIEPA's establishment can be traced back to UNESCO Regional Centre for Educational Planners and Administrators in 1961-62. In 1965, it was renamed as Asian Institute of Educational Planning and Administration. On the completion of the ten years contract with UNESCO, the Government of India took it over and renamed the Institute as National Staff College for Educational Planners and Administrators in 1970. Subsequently, the institute was renamed as NIEPA in 1979 emphasizing on research besides staff development. Its headquarters is in New Delhi.

### ***Structure***

NIEPA is a four-tier organization comprising, The NIEPA Council; The NIEPA Finance and Executive Committee; The Planning and Programme Committee; and The Academic and Administrative Units. The Chairman of the NIEPA Council is the HRD Minister. The members are eminent educationalists. They provide policy directions to NIEPA. The Executive Committee headed by the Director, is responsible for translating the policies into action.

### **Goals of NIEPA**

The following are some of the important goals of NIEPA:

1. Organizing training, conferences, workshops, meetings, and seminars for senior educational officers of the central and state government and Union Territories.
2. Undertaking, aiding, promoting and coordinating research in educational planning and administration.
3. Providing academic and administrative guidance.
4. Providing consultancy service to state government and educational institutions.

5. Acting as a clearing house of ideas and information.
6. Preparing, printing and publishing papers, periodicals and books on educational planning and administration.
7. Collaborating with other agencies, institutions and organizations in India and abroad.

### **University Grants Commission (UGC)**

In this lesson a reference has already been made to the UGC in Section 33.3 while explaining the educational functions of the Central Government. You must know that a very important development of the post-independent period is the creation of the UGC, by an Act of Parliament, for purposes of co-ordination and maintenance of standards in higher education. This proposal was first made by the Radhakrishnan Commission (University Education Commission -1948). Accordingly, a non-statutory body was first set up under executive orders in 1953: and a statutory body was created in 1956 with Dr. C. D. Deshmukh as its first chairman. The UGC Act has been amended in 1972 and 1973.

The main responsibility of the Commission is to co-ordinate and maintain standards. To this end, it has been given the necessary statutory authority; and what is more important, the Central Government places funds at its disposal and the Commission then allocates them to the universities for developmental programmes. The overall funds placed at the disposal of the commission are by no means large; and yet the Commission has been able to achieve commendable results. It has assisted the development of post graduate research and training; improved the salaries of teachers, provided better facilities for teaching, strengthened libraries and laboratories, examined several important problems for higher education, and helped to create an academic leadership for reconstruction and development. Above all, it has created an appreciation of the significance of higher education in the country as a whole and succeeded in focusing attention on some of its urgent and important needs.

The UGC is one of the national bodies, which sponsors research projects in education. This is one of the important steps of the UGC towards the quality assurance in education. The UGC identifies talented scholars and encourages them to pursue research by providing them with necessary inputs. They are encouraged to undertake research anywhere in the higher education system or research laboratories or other institutions of national importance. Besides this, there are UGC schemes like Career Awards, National Associationship, and Emeritus Fellowship through which teachers with proven ability for research can avail of time slots exclusively for undertaking research.

The UGC often reviews the structures of courses of study at higher education level. It aims at bringing about necessary improvements in the Curriculum by including therein vocational oriented courses like Creative Arts, for example, Music or Commercial Art, Electronics, Welding, Computer Applications, Audio-visual Equipment, Fabrication, Sales Management, Accountancy, Marketing and many other trades and professions sought by employment market for the educated.

Also, the UGC has initiated, supported and encouraged steps in making the areas of learning wider. It has given directions to redesign the curriculum so that students of natural sciences receive reasonable exposure to humanities as well as social sciences and vice versa. The UGC undertakes a number of measures to improve the quality of higher education in our country.

### **National Council of Educational Research and Training (NCERT)**

The NCERT' has influenced Indian school education considerably since its inception in 1961. The Headquarters of the NCERT is located at New Delhi. Through its network of Regional Institutes of Education located at New Delhi, Ajmer, Bhopal, Bhubaneswar, Mysore and Shillong it has been engaged in assisting and advising Central and State School education authorities in various fields like curriculum development, teacher education, educational media, computer application in education, vocational education and many other related aspects.

The NCERT aims at developing institutional capacity at state and district levels in the country through the SCERT or SIEs (State Council of Educational Research and Training or State Institute of Education) and the DiETs (District Institute of Education and Training) to enable these institutions to take up need-based school improvement programmes. The NCERT has also been providing academic inputs in the planning, implementation and evaluation of the District Primary Education Programme (DPEP) as a part of the National Elementary Education Mission (NEEM) to provide quality education for all children between six and fourteen years of age.

Functioning in a federal political system with school education primarily as a state subject, the NCERT has acquired nation-wide acceptability of its programmes. The constitution of its General Body includes all the State Education Ministers with the HRD Minister in the Central Government as the President.

The NCERT remains in constant touch with the states to identify their educational needs through its field offices and extension services departments of Regional Institutes of Education. The NCERT strikes hard to maintain the quality of school education and for its development through innovations to meet the demands of the society.

### **National Council for Teacher Education (NCTE)**

The Government of India, by an Act of 1993 established a National Council for Teacher Education (NCTE), “with a view to achieving planned and coordinated development of the teacher education system throughout the country, the regulation and proper maintenance of norms and standards in the teacher education system and for matters connected there with. The Headquarters is located at New Delhi. There are five Regional Offices in the country, in the North at Jaipur, in the South at Bangalore, in the East at Bhubaneswar, in the West at Bombay and in the Centre at Bhopal. The NCTE has the responsibility to plan, coordinate and maintain standards in teacher education programmes. The NCTE has both regulatory and promotional functions. The former include granting recognition to teacher education institutions to start new courses. The promotional activities include research, training, extension work, publication, networking, etc, all converging to improve the quality of both the process and products of teacher education programmes.

The main functions of the Council may be stated thus,

- Coordinate and monitor teacher education and its development in the country.
- Lay down norms for any specified category of courses or training in teacher education, including the minimum eligibility criteria for admission thereof, and the method of selection of candidates, duration of the course, course contents and mode of curriculum.
- Lay down standards in respect of examinations leading to teacher education qualifications, criteria for admission to such examinations and schemes of courses of training.
- Promote and conduct innovation and research in various areas of teacher education and disseminate the results thereof.

Thus the NCTE has been a watchdog of quality of teacher education throughout India.

### **All India Council for Technical Education (AICTE)**

Technical Education imparts different techniques of the methods of doing or manufacturing a commodity or rendering service. Therefore, it is one of time most significant components of human resource development with great potential for adding value to products and services. This will contribute a great deal to the economy and helps to improve the quality of life of the people.

By the turn of the century, the education system had to play its role with greater relevance and objectivity in socio-economic, industrial and technological areas. With

this perspective, in India considerable progress has been made in the development of technical education. A major project has been undertaken with the assistance of the World Bank, to upgrade the technical education system in the country for enabling the institutions providing technical education to improve their capacity, quality and efficiency.

With the above said ideas in mind, the Government of India, in 1945, established 'The All India Council for Technical Education', as an advisory body. It was given a statutory status through an Act of Parliament in 1987. The Act came into effect on March 28, 1988.

The main functions of the AICTE include proper planning and coordinated development of technical education in the country, qualitative improvement at all levels in relation to planned quantitative growth and regulations of the system and maintenance of norms and standards. All engineering colleges, technical institutes, technological institutions come under the control of AICTE. The Council has laid down norms and standards for diploma, degree and post-graduate courses in various fields of technical education. The AICTE has also issued regulations for granting approval to technical institutions, courses and programmes in the field of technical education. Under these regulations, approvals are given to private, unaided technical institutions also.

### **Indian Medical Council (IMC)**

The medical profession is governed by legislation and by a code of ethics. National and State Medical Councils and the World Medical Association formulate the broad principles of medical ethics. Enforcement of the code is done by the Medical Councils.

The Indian Medical Council (IMC) has been constituted under the Act of 1956. According to it, the council consists of following members, namely, (a) one member from each state to be nominated by the Central Government in consultation with the State Government concerned. (b) One member from each university, to be elected from among the members of the medical faculty of the university, by members of the Senate or by members of the Court of the University. (c) One member from each State in which a state Medical Register is maintained, to be elected from amongst themselves by persons enrolled on such register. (d) Seven members to be elected from among themselves by persons enrolled on any of the state Medical Registers. (e) Eight members to be nominated by the Central Government.

They hold office for a term of five years. A president and a vice-president are elected from among these members. The council appoints a Registrar who acts as

secretary and may also act as treasurer, who looks after the day-to-day work. The executive committee consists of President, Vice-president and 7 to 10 other members.

### **Functions**

The main functions of IMC may be stated thus:

#### ***(a) Maintaining the Register of Medical Practitioners***

The Council maintains a register of medical practitioners known as the Indian Medical Register. If the name of a person enrolled on a state Medical Register is removed from the Register, the Council also removes such person's name from the Indian Medical Register.

#### ***(b) Prescribing the Standard for Post-graduate Medical Education***

The Council has the authority to prescribe standards of post-graduate medical education for the guidance of the universities. The Council also maintains the standards of undergraduate medical education.

#### ***(c) Recognizing Foreign Medical Qualifications***

The IMC, which has authority to enter into negotiations with any of the Medical Councils of the foreign countries, recognizes foreign medical qualification obtained by an Indian national.

#### ***(d) Issuing Warning Notice***

The Council may prescribe standards of professional conduct and code of ethics for medical practitioners. It can issue warning notice containing certain practices, which are regarded as falling within the meaning of the term, 'serious professional misconduct.' Thus the IMC provides quality assurance in medical education.

### ***State Medical Councils (SMC)***

The State Medical Councils are autonomous bodies established under the SMC Act. Each of the Medical Council consists of members elected by the registered medical practitioners and those nominated by the State Government. The members from amongst themselves elect the president and the vice president of the Council.

### ***Functions of Medical Registrar***

The Council appoints a Registrar, who keeps a Register of Medical Practitioners. Any person having any of the recognized medical qualification can get his name registered. The name, residence, qualification and the date on which each qualification was granted of every person who is registered under this Act are entered in the Register on payment of prescribed fees. After passing the qualifying examination, it is necessary to undergo a period of training, before such qualification is granted to him. A provisional registration in a State Medical Registrar is given to such person on application to enable him to practice medicine in an approved institution for the required period. The Registrar should inform the-IMC without delay of all additions and other amendments in the State Medical register made from time to time.

SMCs have the disciplinary control over the medical practitioners. They have the power to remove the names of medical practitioners permanently or for a specific period from the Registers after due enquiry if they are found to have been guilty of serious professional misconduct. They are also authorized to direct the restoration of name so removed.

They can also issue warning notice similar to that of the IMC.

The IMC issues recognition to MBBS and MS courses, the Dental Council of India for BDS, the Pharmacy Council of India for B. Pharma, and the Indian Nursing Council for Nursing courses.

### **‘Check Your Progress’ - 2**

1. What is NIEPA?

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2. Mention any two important functions of NIEPA.

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3. What is UGC? When was it established?

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4. What are NCERT and DSERT?

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5. What are the major responsibilities of NCTE?

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6. Which is the advisory body for Technical Education in our country?

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7. What is State Medical Council?

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### **33.6 Let Us Sum Up**

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- Education in India is at present under the control of three distinct bodies - Central Government, State Governments and Local Bodies.
- Education at the Centre remained combined with Health and Agriculture till 1945, when bifurcation was effected and a separate Department of Education was set up. In 1947, it was raised to the status of a Ministry. Ten years later, it was further entrusted with scientific research.
- The Ministry of Education at the Centre is recently renamed as Ministry of Human Resource Development. The Minister heads this ministry for HRD, who is of cabinet rank.
- The HRD Adviser is the administrative head of the Ministry. He is the Secretary to the Government of India, and is the principal adviser to the Minister on all matters of policy and administration.
- The Central Advisory Board of Education, a statutory body constituted in 1921, is the main pivot of activities of the Ministry.
- The Central Government has a very limited control over education and the management of public instruction has been entrusted to State Governments. But the Central Government plays a very important role as a coordinating agency.
- Education in a state with a few exceptions is generally in charge of two ministers - one for elementary, secondary and pre-university education and the other for higher education. One or two deputy ministers assist them. These exceptions are medicine, agriculture, veterinary science, industry, and technical education. The concerned minister controls the educational policy and directs its execution. He is also responsible to the State Legislature, of which he is a member.
- In Karnataka, the Director of Public Instruction is called as Commissioner for

Public Instruction (CPI). He is, in fact, the chief executive authority of education in a state. He is also the technical adviser to the minister.

- As far the Pre-University education is concerned, in Karnataka, it is included in a separate Government Department called, Department of Pre-University Education. The Director of Pre-university Department heads this department.
- Institutions of higher education are of two types - Universities and Colleges. So far as universities are concerned, they are independent and autonomous bodies. They, however, depend on the State Government. This Department is responsible for prescribing curricula, preparation of textbooks, appointment of lecturers and principals for the government pre-university colleges, supervision and control of private pre-university colleges, etc.
- National Institute of Educational Planning and Administration (NIEPA) is a National Institute in educational planning and administration in South Asia.
- NIEPA is a four-tier organization comprising, The NIEPA Council; The NIEPA Finance and Executive Committee; The Planning and Programme Committee; and The Academic and Administrative Units.
- The UGC is one of the national bodies, which sponsors research projects in education. This is one of the important steps of the UGC towards the quality assurance in education.
- The NCERT aims at developing institutional capacity at state and district levels in the country through the SCERT or SIEs (State Council of Educational Research and Training or State Institute of Education) and the DIETs (District Institute of Education and Training) to enable these institutions to take up need-based school improvement programmes.
- The NCTE has the responsibility to plan, coordinate and maintain standards in teacher education programmes.
- The AICTE has laid down norms and standards for diploma, degree and post-graduate courses in various fields of technical education.

- The medical profession is governed by legislation and by a code of ethics. National and State Medical Councils and the World Medical Association formulate the broad principles of medical ethics. Enforcement of the code is done by the Medical Councils.

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### 33.7 Answers To ‘Check Your Progress’

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#### ‘Check Your Progress’ - 1

1. Education in India is at present under the control of three distinct bodies - Central Government, State Governments and Local Bodies.
2. The Central Government has a very limited control over education. The management of public instruction has been entrusted to State Governments. But the Central Government plays a very important role as a coordinating agency.
3. The Ministry of Education at the Centre is renamed as **Ministry of Human Resource Development**. The Minister heads this ministry for HRD, who is of cabinet rank.
4. The Central Advisory Board of Education, a statutory body constituted in 1921, is the main pivot of activities of the Ministry. It is the main advisory body of the Ministry of HRD.
5. The State Department of Education has two wings for administering the above functions, viz., (1) the Secretariat of Education, and (2) the Directorate of Education.
6. The Director of Public Instruction is called as Commissioner for Public Instruction (CPI). He is, in fact, the chief executive authority of education in a state. He is also the technical adviser to the minister.
7. The Department of PU Education is responsible for prescribing curricula, preparation of textbooks, appointment of lecturers and principals for the government pre-university colleges, supervision and control of private pre-university colleges, etc.

### **‘Check Your Progress’ - 2**

1. National Institute of Educational Planning and Administration (NIEPA) is a National Institute in educational planning and administration in South Asia.
2. It organizes training, conferences, workshops, meetings, and seminars for senior educational officers of the central and state government and Union Territories. It will undertake, aiding, promoting and coordinating research in educational planning and administration.
3. The UGC was established by an Act of Parliament, for purposes of co-ordination and maintenance of standards in higher education. This proposal was first made by the Radhakrishnan Commission (University Education Commission - 1948). Accordingly, a non-statutory body was first set up under executive orders in 1953; and a statutory body was created in 1956.
4. NCERT is National Council for Educational Research and Training. It functions at the National Level. DSERT is the Department of State Educational Research and Training. It functions at the State level.
5. The All India Council for Technical Education (AICTE) is the advisory body of Technical Education in India.
6. The medical profession is governed by legislation and by a code of ethics. National and State Medical Councils and the World Medical Association formulate the broad principles of medical ethics. Enforcement of the code is done by the Medical Councils.

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### **33.8 Unit End Exercise**

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Answer the following questions in about two pages each.

1. Explain the structure of Educational Administration at the, (1) Central Level and (2) the State Level.
2. Explain the role of NCERT in the development of Secondary Education.
3. What are the main functions of UGC, NIEPA and NCTE?

4. How do the AICTE and IMA function towards the maintenance of quality in technical education and medical profession respectively?

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### 33.9 References

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1. Kochhar S. K: *Secondary School Administration*, Sterling Publishers Pvt. Ltd., New Delhi, 1978.
2. Mukerji S. N: *School Administration*, Acharya Book Depot, Baroda, 1963.
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## **UNIT - 34 □ INDIAN EDUCATIONAL ADMINISTRATION AND SUPERVISION - PROBLEMS**

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### **Structure**

- 34.1 Introduction**
- 34.2 Objectives**
- 34.3 Educational Administration and Supervision - Problems**
- 34.4 Let Us Sum Up**
- 34.5 Answers to 'Check Your Progress'**
- 34.6 Unit-End Exercise**
- 34.7 References**

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### **34.1 Introduction**

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Educational Administration and Supervision as you have already understood are very important for maintaining the standards and quality of education and for the smooth functioning of the system. At different levels, i.e., at the Central level, State Level and District and Taluk Levels, there have been a well founded administrative and supervision set up in our country.

In spite of a number of precautions taken for the smooth conduct of education functions, here and there, and now and then, there will be some problems cropping up from time to time. It is always better to forecast the problems and see that proper arrangements are made to solve them well in time, and this will certainly help the administrators to continue their work without much interruption. In this Unit we are going to examine such problems in educational administration and supervision and also find out some suitable solutions thereof.

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### **34.2 Objectives**

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After you complete the study of this unit you will be in a position to:

- Foresee various problems in educational administration and supervision.
- Find out solutions to the problems you have encountered.
- Enhance the quality of educational administration and supervision.

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### 34.3 Educational Administration and Supervision - Problems

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India is an ancient country, and has always various centers for imparting education. During the medieval period, such centers were supplemented by other educational institutions. Remnants of all of them can be seen even today. In the pre-historic period the family was the main agency for imparting education. Then came the institution of private tutors, *gurukulas* and ashrams. Sometimes students used to travel long distances to study under celebrated teachers called gurus. Well-organized educational institutions came into existences with the impact of Buddhist monasteries, and during Muslim rule, *Maktabas* and *Madradas* were set up.

It appears that in ancient or medieval times in India there were no formal government departments of education, and no officials such as directors of education and inspectors of schools, existed. Society, however, reported to be always anxious to help the cause of education in different ways. Even a poor family would offer some food to a student who came asking for it. The rich would help in more substantial ways. They would establish free kitchens for students and others, construct buildings for educational institutions, endow chairs and grant land to meet recurring expenses. Insofar as the governments were concerned, it is stated that patronage of education was recognized as one of the most important and sacred duties of the kings. Learned personages of royal courts used to receive grants of pension and land. The government also supported the cause of education in various indirect ways: offers of scholarships to students, organizing literary competitions, offering valuable awards to successful scholars, and giving preference to men of learning while making appointments.

In so far as **modern India** is concerned, a beginning was made with Bengal because Calcutta was the capital of the East India Company's government in the country. In July 1823, Mr. Holt MacKenzie, the then secretary of the territorial department, advised the Governor General of India to appoint a general committee of public instruction. This was done, and through the medium of this committee direct control of the state over education was established for the first time. The area of supervision of the committee extended from Burma in the East to Delhi in the West.

Thus the educational administration became an important issue. There has been a lot of development in administrative system since then. As the field of educational administration went on growing, there arose a number of problems. They are,

- 1. Problems with the personnel of the department.**
- 2. Problems with the supervision and inspection of educational institutions.**
- 3. Problems with the finance of the educational institutions.**

This problem starts with the Ministry, Secretariat and down to the Schools. But the problem of administration at the top level is confined to some particular office. But at the school level it spreads over a vast area.

Normally these problems and difficulties are faced by the district educational authority in dealing with teachers, teachers' organizations, the general public, educational institutions in his charge, his supervision, his subordinates, local government agencies, private educational managements in the district, supervision of teaching work in the educational institutions in his charge and the work of examining and evaluating pupils. Political interference, as reported by the Education Officers in some conferences, reveal that, sometimes such interference has done good in a few cases. But such interference would have been more meaningful had they helped institutions or individuals without being prejudiced. But in most cases, the interference is reported to have resulted in oral-administration, waste of public funds, suppression of the officials' enthusiasm for work, delay in disposal, or lowering of the government standard of performance or reputation.

It would apparently be best if, as the final decision making authority, the minister in charge of education or the concerned political head laid down policy and made sure that all the executives working in the department or organization and its lower offices/units implemented it. In this connection, a joint adviser to the government of India wishes to give an emulative example from his personal experience. When working in the ministry of education he was once to chair a committee to select Indian scholars for study/research abroad. The composition of the committee and the procedure as well as the basis for selection had been clearly laid down. One Member of Parliament wrote to the education minister pleading the case of a particular candidate for selection. The minister acknowledged the letter most courteously and stated that he had set up a committee to the selection and that he could not interfere in that committee's work. What was even more important, he gave instruction on the office copy of the communication that those papers are delivered to the adviser only after the selection was over.



The adviser referred to above says from what he had seen and heard over a long period of time, he had come to a definite conclusion that appropriate orientation courses should be organized periodically for the benefit of all elected representatives of the people, particularly the new ones. These should be awareness courses, to begin with. Such representatives are, by and large, capable persons who have the acumen to influence and lead others. They have a bent of mind for social service, and they might already be rendering the same in one form or other. Moreover, most of them wish and mean to do good and useful work.

Regretfully, only a few of them appear to have adequate knowledge of the ‘what’, ‘why’, and ‘how’ of all the subjects they have to handle, the implications of the views they have to express and the decisions they have to take if in authority. Some of them may also not be fully aware of the national ethos, philosophy and working of a democratic government or the objectives and functioning of different organizations and institutions with which they have to be concerned while making a law or an executive order, or expressing an opinion. Therefore, the said adviser went on pleading for such orientation programmes for quite a long time.

Since independence, certain **numerical strengthening of the inspectorate** for education has taken place in every state and territory of India. The complaint, however, continues that this strengthening is not proportionate to the expansion of educational facilities in terms of enrolment of students, number of educational institutions, strength of the teaching personnel and the difficulties experienced in reaching farfetched areas where new schools have been established.

Another problem being faced by the educational officers often is the **problem of transportation**. Since they have to visit schools, they require efficient means of transportation, so that they can do their work without any difficulty. They can cover more schools. They can arrive at schools in time. They are expected to spend more time in schools rather than somewhere waiting for the means of transportation, etc.

A study group set up by NCERT some years back went into this matter in some depth. After collecting the data and consulting the people it concluded that “The time spent by the inspecting officers at various levels on supervisory and inspection functions on the one hand and on para-academic and non-academic duties on the other, varies

from state to state. For example, the lowest proportion of time spent on para-academic and non-academic duties by primary school inspecting officers in Andhra Pradesh is 55 per cent as against the highest proportion of 90 per cent in Assam. The remaining states lie between these two extremes.”

You have already understood that the administration of elementary education has in many states been transferred to the panchayat raj institutions under the scheme of **democratic decentralization**. This has become necessary particularly at the lower stages of education, for it should help to stimulate local interest and participation in education and make it more relevant and meaningful. But in practice the experiment has not been uniformly successful. It has led to certain difficulties, which cannot be ignored. Indiscriminate transferring of teachers has been a widespread difficulty in panchayat raj administration in all states.

There is also the difficulty of **duel control**. In some states the responsibility for establishing and maintaining primary schools and appointing teachers for them rests on the concerned local body, but the work of educational inspection is done by employees of the state government. In this arrangement the teachers complain that their difficulties are not heard and appreciated by the inspectional authorities of the state government and the latter functionaries observe that the local bodies do not take sufficient interest in education and do not care to implement the inspection reports. Similarly, in some states the educational inspecting officer attached to the community development block works, for academic matters, under the district education authority but for administrative matters he or she is answerable to the block development officer and/or to the elected head of the panchayat raj institution concerned. His difficulties in such an arrangement are obvious, and best results cannot follow.

Another problem is regarding **the payment of salaries and other emoluments** to the teachers and other members of the staff. The state governments must arrange direct payment of salaries and allowances to employees of private educational institutions because they have been receiving complaints of various malpractices adopted by some organizations in this regard. It has been reported, for example, that managements delay payments, pay only a part of the salary and obtain receipt for full payment, or compel employees to make voluntary contributions from their salaries towards the managements of the Institution.

Some government officials handling the grants have expressed the view that the managements of the grant-in-aid institutions here and there **produce false accounts** and in this manner, try to procure their matching contribution too, from the government grant. Perhaps the maneuverability in financial matters, if it is a fact, is used mainly for the survival of the institution.

Many managers of private educational institutions have been complaining of **delayed payment of grants** so much so that they are occasionally received in the last week or even last day of the financial year and are required to be spent before the year closes. This creates several problems including hurried purchase of unsatisfactory furniture, equipment, literature, etc., for the institution and delayed payment of emoluments to employees.

There is also some tussle between the grant processing machinery of the government and the grant receiving machinery of the institutions, the former trying to minimize the grant, within the approved framework, as much as possible, and the institutional authorities trying to raise their claims as high as they can. The final say in such situations invariably rests with the government machinery unless the private management has significant political weight. In these negotiations and otherwise, the grievance of the private managements is that the items eligible for the non-teaching part of the grant are too restrictive and the quantum of grant approved against them is inadequate. Those institutions that try to maintain a better educational standard also complain that **the grant-in-aid system is too rigid.**

One bottleneck, which has repeatedly come to notice in the various studies relating to plan implementation and efficiency of financial administration, is **lack of delegation of financial and administrative powers to lower functionaries.** If all such powers continue to remain only with the state education secretary or the director of education at headquarters or with the regional or district educational authorities in the field, the implementation of the plan or the execution of any other programme is bound to be slow and defective. In such a situation, the decision will be delayed causing irritation, criticism and frustration everywhere. Concentration of powers in the top authority would have worked in the past when the responsibilities of the government were limited,

there was little developmental work to be done, establishments were small and administrative and other operations were simple.

It should be mentioned that the leading authorities of administration encourage **the philosophy of decentralization** and consider it desirable as a generally good principle of administration. It has at the same time been suggested that such a philosophy of “decentralization must be tempered by selective centralization of certain areas of vital major policy.” Decentralized management with centralized control has therefore been suggested as the solution to the controversy of centralization versus decentralization.

These considerations should generally apply to financial as well as other forms of administration.

**Check Your Progress - 1**

1. At what stages you find problems in educational administration?

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2. With whom does the district education authority have to deal?

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3. What are the hard results of political interference in educational administration?

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4. What did a politician write to the education minister in the example given?

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5. What is the general complaint regarding the strength of the inspectorate?

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6. Who looks after the elementary education?

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7. What is democratic decentralization?

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8. What do the government officials handling grants generally say?

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9. What is delegation of powers regarding financial administration in education?

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### **34.4 Let Us Sum Up**

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- It appears that in ancient or medieval times in India there were no formal government departments of education, and no officials such as directors of education and inspectors of schools, existed.
- In so far as modern India is concerned, a beginning was made with Bengal because Calcutta was the capital of the East India Company's government in the country. In July 1823, Mr. Holt MacKenzie, the then secretary of the territorial department, advised the Governor General of India to appoint a general committee of public instruction.
- Thus the educational administration became an important issue. There has been a lot of development in administrative system since then. As the field of educational administration went on growing, there arose a number of problems.
- The main problems are, with the personnel of the department, the supervision and inspection of educational institutions and, the finance of the educational institutions.
- Normally these problems and difficulties are faced by the district educational authority in dealing with teachers, teachers' organizations, the general public, educational institutions in his charge, his supervisors, his subordinates, local government agencies, private educational managements in the district, supervision of teaching work in the educational institutions in his charge and the work of examining and evaluating pupils.
- Political interference, as reported by the Education Officers in some conferences,

reveal that they have resulted in mal-administration, waste of public funds, suppression of the officials' enthusiasm for work, delay in disposal, or lowering of the government standard of performance or reputation.

- Regarding strengthening of the inspectorate due to expansion of educational facilities in terms of enrolment of students, number of educational institutions, strength of the teaching personnel and the difficulties experienced in reaching far-fetched areas where new schools have been established, the problem continues since a long time.
- There is also the difficulty of dual control. In some states the responsibility for establishing and maintaining primary schools and appointing teachers for them rests on the concerned local body, but the work of educational inspection is done by employees of the state government.
- Another problem is regarding the payment of salaries and other emoluments to the teachers and other members of the staff.
- Some government officials handling the grants have expressed the view that the managements of the grant-in-aid institutions here and there produce false accounts and in this manner, try to procure their matching contribution, too, from the government grant. Perhaps the maneuverability in financial matters, if it is a fact, is used mainly for the survival of the institution.
- Many managers of private educational institutions have been complaining of **delayed payment of grants** so much so that they are occasionally received in the last week or even last day of the financial year and are required to be spent before the year closes.
- Lack of delegation of financial and administrative powers to lower functionaries is another problem. If all such powers continue to remain only with the state education secretary or the director of education at headquarters or with the regional or district educational authorities in the field, the implementation of the plan or the execution of any other programme is bound to be slow and defective.

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## 34.5 Answers to 'Check Your Progress'

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### Check Your Progress -1

1. The main problems are, with the personnel of the department, the supervision and

inspection of educational institutions and, the finance of the educational institutions.

2. The district educational authority has to deal with teachers, teachers' organizations, and the general public, educational institutions in his charge, his supervisors, his subordinates, and so on.
3. They reveal that they have resulted in mal-administration, waste of public funds, suppression of the officials' enthusiasm for work, delay in disposal, or lowering of the government standard of performance or reputation.
4. He wrote to the education minister pleading the case of a particular candidate for selection.
5. Regarding strengthening of the inspectorate due to expansion of educational facilities in terms of enrolment of students, number of educational institutions, and the growing number of teachers, etc.
6. The administration of elementary education has in many states been transferred to the panchayat raj institutions under the scheme of democratic decentralization.
7. The democratic decentralization has become necessary particularly at the lower stages of education, for it should help to stimulate local interest and participation in education and make it more relevant and meaningful. It is distribution of certain powers as against its concentration at one point.
8. Some government officials handling the grants have expressed the view that the managements of the grant-in-aid institutions here and there produce false accounts and in this manner, try to procure their matching contribution, too, from the government grant.
9. It is transfer of certain financial powers to the local authorities to make things go smoothly and without any unnecessary delay. Instead of everything handled by the Director it is better to delegate certain financial powers to the District authorities.

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### **34.6 Unit End Exercise**

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Answer the following questions in about two pages each.

1. What is Educational Administration? What are the main problems as far as the administration and supervision are concerned?
2. What are the problems with regard to financing of educational institutions?



3. What is delegation of powers? How does it help for smooth and efficient educational administration?

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### **34.7 References**

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1. Kochhar S. K: *Secondary School Administration*, Sterling Publishers Pvt. Ltd., New Delhi, 1978.
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## **UNIT - 35 □ TEACHING AS A PROFESSION IN THE INDIAN CONTEXT**

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### **Structure**

- 35.1 Introduction**
- 35.2 Objectives**
- 35.3 Meaning and Characteristics of a Profession**
- 35.4 Teaching as a Profession in the Indian Context**
- 35.5 Let Us Sum Up**
- 35.6 Answers to ‘Check Your Progress’**
- 35.7 Unit-End Exercises**
- 35.8 References**

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### **35.1 Introduction**

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The real dynamic force of the school is the teacher. Building and equipment are important, so are Curricula, books and transport. But with all these things at their best, the school without the teacher is the soulless body. There is no greater need for the cause of education today than the need for strong, manly men and womanly women as teachers for the young. To secure these for the schools of the-nation, we may well give the best of our thought, the wisest of our legislation, and the most bountiful of our wealth.

Since the advent of independence, the teachers of this country have an additional responsibility. They must, more than anyone else realize the value of freedom. They should not consider themselves as employees and carryout the orders of their superiors. On the other hand, they should feel that it is their school and they are going to make something out of it. As Shri Vinoba Bhave puts it, “A teacher to whom freedom is a personal experience will think independently of education and carry on his school work according to his own ideas.” The teacher should further develop a professional sense and consider it their duty and obligation to guide and mould public opinion on educational matters. Dr. Zakir Hussain says, “The teachers as a class should occupy their legitimate

place in society and experts in the sphere of education.. They should be fearless in their expression of opinion on educational matters.” Thus teaching has been a profession.

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## 35.2 Objectives

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After completing the study of this unit, you will be in a position to:

- Conceptualize the meaning of profession.
- Prepare a list of important characteristics of a profession.
- Examine whether teaching in the Indian context a profession.

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## 35.3 Meaning and Characteristics of a Profession

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### Meaning

Every specialized group as soon as its members can claim to offer a significant service to society begins to identify itself as a profession. According to Carr Saunders, “A profession is an occupation based on specialized intellectual study and training. The purpose of which is to supply skilled service or advice to others for a definite fee or salary.”

### Characteristics

Following are the main characteristics of a profession. Find out whether teaching has the following characteristics and decide whether it is a profession or not.

First, **a profession involves activity essentially intellectual:** Teaching profession involves intellectual activities like,

1. Mastery over the subject matter.
2. Clarity of thought, organization, presentation.
3. Providing learning experience, preparing teaching aids.

Secondly, **A Profession commands a body of specialized knowledge.** Teaching profession has developed a body of specialized knowledge.

1. Philosophical, sociological and psychological foundations of education.
2. School administration and organization.
3. Educational technology.
4. Methods of teaching.

Thirdly, a **Profession requires extended professional preparation**. In teaching profession too there is professional preparation before being employed. There is required a minimum academic qualification. Professional preparation involves professional learning of B.Ed., T.C.H., (D.Ed.), etc.

Fourthly, a **Profession involves continuous in-service growth**.

In-service growth is the very life of teaching profession. Teachers should attain professional growth by participating actively in various programmes of school.

1. Summer School Programme.
2. Refresher Courses for teaching of school subjects.
3. Work-shops for preparation of Curriculum, Question Papers, Teaching Aids, etc.
4. Taking up research work, conducting action research, etc.
5. Reading of books, journals, preparation of papers for seminar, radio talk, etc.
6. Undertake study tours, conduct excursions for students, etc.

Fifthly, **A Profession affords life carrier and permanent membership**. Once the individuals enter the teaching profession they consider teaching as their life carrier and become members of teaching profession organizations.

Sixthly, **A Profession sets up its own standard (Code of Ethics)**. Teaching profession too lays down its own code of ethics to enhance the standard of the profession. Code of ethics specifies the commitment of teaching towards, a) pupils, b) profession, c) colleagues, d) community and e) parents.

Seventhly, **A Profession exalts (to give more importance) service over personal gains**. Teaching is a noble profession and teachers commit themselves to ideals of service to human kind than personal gain. They behave according to high standard under the code of ethics.

Eighthly, **A Profession has a strongly knit professional organization**. Teachers too become members of their professional organization at various levels like, a) school, b) local, c) district, etc.

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### **35.4 In The Indian Context, is Teaching a Profession?**

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You have already understood the main characteristics of a profession. You have

also come to the conclusion that teaching is a profession. Now the question is whether teaching is a profession in Indian context. What do you think about this? I am sure that you know that the teaching profession in the Indian context is more a 'profession' than anywhere else. Let us examine this question step by step.

First, Profession, to be called so must be '**learned**' in character. In India from time immemorial the teacher has been a very learned man. He used to provide a lot of information and lay a very good intellectual foundation for his students. Even today, that is what a teacher is expected to do. Thus it remains a profession.

A Profession, as you have already studied, requires a **lengthy period of academic and practical training**. In India, at present elementary and secondary teachers are expected to have academic qualification and also teaching qualification, which involves practical training. At higher education level also, a teacher is expected to have good academic qualification, research experience, etc. Thus it is a profession in Indian context too. Another important point you have to note is that, **a teacher enjoys more freedom** than anybody else in any other profession. This has been one of the qualities of a profession. Both as an individual member of the profession and as a member of the professional group, the teacher enjoys autonomy.

You also know that, a profession generates **in-service growth** because profession is based on a body of knowledge and skills, which is constantly changing. At present in our country, the teachers always strive hard for professional growth. He always keeps on learning skills of teaching and goes on adjusting to the changing circumstances. He is always ready to undergo training of some sort or the other connected with teaching in order to upgrade his teaching skills. At present Indian **teachers organize** themselves in order to maintain and improve the quality of their service. This is also necessary for one who calls himself a professional.

The teachers in India are **governed by a code of ethics**. A Profession is one, which has this characteristic of being governed by a code of ethics. From this point of view also teaching has been a profession in Indian context.

### **'Check Your Progress' - 1**

1. What is a 'profession' according to Carr Saunders?

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2. Write one of the characteristics of a 'profession'?

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3. How do you say that teaching profession involves in-service growth of teachers?

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4. Why do teachers organize?

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### **35.5 Let Us Sum Up**

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- Every specialized group as soon as its members can claim to offer a significant service to society begins to identify itself as a profession.
- A profession involves activity essentially intellectual
- A Profession commands a body of specialized knowledge
- A Profession requires extended professional preparation.
- A Profession involves continuous in-service growth.
- A Profession affords life carrier and permanent membership.

- A Profession sets up its own standard (Code of Ethics).
- A Profession exalts (to give more importance) service over personal gains. A Profession has a strongly knit professional organization.
- The teaching profession in the Indian context is more a ‘profession’ than anywhere else.
- First, Profession, to be called so must be **‘learned’** in character. In India from time immemorial the teacher has been a very learned man.
- A Profession requires a **lengthy period of academic and practical training**. In India, at present elementary and secondary teachers are expected to have academic qualification and also teaching qualification, which involves practical training.
- Another important point is **a teacher enjoys more freedom** than anybody else in any other profession. This has been one of the qualities of a profession. Both as an individual member of the profession and as a member of the professional group, the teacher enjoys autonomy.
- At present in our country, the teachers always strive hard for professional growth. He always keeps on learning skills of teaching and goes on adjusting to the changing circumstances.
- At present Indian **teachers organize** themselves in order to maintain and improve the quality of their service. This is also necessary for one who calls himself a professional.

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## 35.6 Answers to ‘Check Your Progress’

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### ‘Check Your Progress’ -1

1. According to Carr Saunders, “A profession is an occupation based on specialized intellectual study and training. The purpose of which is to supply skilled service or advice to others for a definite fee or salary.”
2. A profession involves activity essentially intellectual:  
Teaching profession involves intellectual activities like,
  - a) Mastery over the subject matter.
  - b) Clarity of thought, organization, presentation.

- c) Providing learning experience, preparing teaching aid.
3. In-service growth is the very life of teaching profession. Teachers should attain professional growth by participating actively in various programmes of school.
  4. At present, Indian teachers organize themselves in order to maintain and improve the quality of their service. This is also necessary for one who calls himself a professional.

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### 35.7 Unit End Exercise

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Answer the following questions.

1. What is a 'Profession'? Explain why do you consider 'Teaching' as a profession?
2. Is 'Teaching' a 'profession' in Indian context? Give reasons.

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### 35.8 References

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2. 'Mukerji S. N: *School Administration*, Acharya Book Depot, Baroda, 1963.
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## **UNIT - 36 □ PROFESSIONALIZING EDUCATION IN THE INDIAN CONTEXT**

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### **Structure**

#### **36.1 Introduction**

#### **36.2 Objectives**

#### **36.3 Professionalizing Education**

##### **36.3.1 Role of Teachers**

##### **36.3.2 Role of Professional Organizations**

##### **36.3.3 Need for a Code of Conduct for Teachers**

#### **36.4 Let Us Sum Up**

#### **36.5 Answers to ‘Check Your Progress’**

#### **36.6 Unit-End Exercise**

#### **36.7 References**

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### **36.1 Introduction**

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In the previous Units you have studied that teaching is a profession. You also have understood how teaching becomes a profession.

First, a profession, to be called so, must be ‘learned’ in character. In India from time immemorial the teacher has been a very learned man. A Profession requires a lengthy period of academic and practical training. In India, at present elementary and secondary teachers, in fact all teachers at all level are expected to have academic qualification and also teaching qualification, which involves practical training. Another important point is a teacher enjoys more freedom than anybody else in any other profession. This has been one of the qualities of a profession. Both as an individual member of the profession and as a member of the professional group, the teacher enjoys autonomy. Thus teaching has all qualities of a profession.

In this unit you are going to study about the role of a teacher, professional organizations, and the role of code of conduct for teachers in professionalizing education.

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## 36.2 Objectives

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After you complete the study of this Unit, you will be able to:

- Analyze the role of a teacher in professionalizing education.
- Recognize the role of professional organizations in making education a profession.
- Realize the need for a code of conduct for teachers.

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## 36.3 Professionalizing Education

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What is professionalizing education? I am sure you know the answer for this question already. You know the qualities of a profession. If you can make education possess all those qualities, it is nothing but making education a profession. I hope you have gone through the introduction of this unit. In it I have repeated what I have said in the previous unit. It is an exercise to remind you of the same you have studied already. Here we shall go deep and find out the work of teachers, their organizations and the code of conduct they have to follow, etc., and understand how best these are going to make education a profession.

### 36.3.1 Role of Teachers

“Teaching,” as Mr. Joad says, “is not everybody’s cup of tea.” There are certain physical, intellectual, social and emotional qualities, which are requisites for success in teaching. Several studies have been made of personal and professional traits of prospective teachers and teachers in service. A careful analysis of all the researches and results show that successful teaching and making teaching a profession depends on seven factors. These along with the traits or qualities involved in each of them are as follows:

1. Teacher’s personal equipment: They are his appearance, refinement, pleasant manners, industry, enthusiasm, drive, initiative and open mindedness.
2. His professional equipment: Knowledge of psychology, aims of what he is teaching, its contents and methods and materials of instruction, skill and interest in teaching.
3. His Cultural background and academic equipment: The amount of knowledge he possesses of the subject he teaches, the amount of general knowledge or information, cultural background, etc.

4. His physical equipment: Health, physical energy, vitality, freedom from physical defects, etc.
5. His mental equipment: Intelligence, mental alertness, judgement of things, common sense, etc.
6. His emotional stability: Self-control, mental balance, tolerance, freedom from unreasonable beliefs, prejudices, etc.
7. His social adjustment: Knowledge of social conventions, ability to get along with others, good moral conducts, etc.

***Teachers with these qualities really make education a profession. Thus the role of a teacher is indeed very important in making education a profession than a mere occupation.***

Besides these qualities, a teacher should have real sympathy for, and understanding of his pupils. Swami Vivekananda has said, “A true teacher is he who can immediately come down to the level of the student, and transfer his soul to the student’s soul and see through and understand through his mind.” The *Taitireeya Upanishad* prescribes that the teacher should have competence to teach and tranquility of thought. He should acquire full fitness - intelligence that would not decay a strong body, able to do hard work, a sweet tongue to win the hearts of pupils and an attentive ear to all that they might ask him. A teacher should have zeal for work and loyalty to the teaching profession. Thus a teacher’s role is very important in making education a profession.

### **‘Check Your Progress’ - I**

1. What is professionalizing education?

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2. What are teacher’s personal equipment?

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3. Who is a true teacher according to Swami Vivekananda?

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### 36.3.2 Role of Professional Organizations

In the field of education, the main professional organizations are the Teachers' Associations. These organizations help through various educational activities for the **professional growth** of teachers which in turn is useful in making education a profession.

Professional growth of teachers refers to learning experiences of teachers being in the profession or in-service. It involves a continuous sustained programme of re-training that counteracts out dated or defective teaching. It also implies growth of the teacher in terms of skills, perception, knowledge and sensitivity. It consists of programmes that the teacher undergoes after the completion of programmes coming under pre-service education. It is an attempt to help teachers to keep in touch with changing times and new developments. Professional growth of teachers is a vital element in any scheme for improving school education as well as education at any level. Such programmes, which help the professional growth of teachers, are often arranged by the teachers' organizations and the department of education.

Many different organizations run the in-service courses. The local education authorities offer a number of courses. The Department of Education also gives some, as do colleges of education and universities. Only in a few of these courses do teachers receive academic credit for time devoted to this work. Some universities provide evening, weekend, and vacation courses leading to a degree, but these involve only a small number of teachers. The majority attends the short courses out of interest and acknowledges that they will gain professional credit within their school or local authority for attending. Through in-service training and other facilities, the teachers' organizations and the Department of Education make many efforts to improve the quality of learning in their area. Where their services are more effective, they promote cooperation between teachers and foster a healthy, positive attitude toward change relying on the capabilities of teachers throughout the area.

### **‘Check Your Progress’ - 2**

1. What is ‘Professional Growth’?

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2. What type of course is attended by majority of teachers?

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3. What do such programmes promote?

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### **36.3.3 Need for a Code of Conduct for Teachers**

Teachers being a group of professionals, require a code of ethics in order to regulate the quality and standard of service. There are certain principles with regard to the maintenance of their quality and standard of service. Professional ethics amounts to understanding and application of those principles.

There is a strong demand for a code of conduct for teachers at all levels. The purpose of prescribing code of conduct for teachers should be to help enhance their performance as facilitators of learning and to restrain them from indulging in unacceptable practices. The purpose should not be to victimize or punish but to check and guide. Teaching community should welcome code of conduct for their behaviour if it does not interfere with their freedom of expression and legitimate professional,

academic and organizational activities. Any comprehensive code of ethics will have the following aspects:

1. Commitment to the student.
2. Commitment to the profession.
3. Commitment to the public and,
4. Commitment to professional and employment practices.

From the above-described code of conduct, now you are in a position to understand that, teaching profession is different from trade. Teaching is a profession of learning. Ethical standards are pillars for teaching profession. Particularly this profession requires relatively long, continuous and directional preparations in the chosen area of teaching. Therefore teachers must learn through classroom teaching learning interactions, research their own scholarship in the field of education and self-imposed code of conduct.

NCERT has evolved a code of professional ethics for teachers as follows:

- Recognising that every child has a fundamental right to receive quality education.
- Recognising that education should be directed to all round development of human personality.
- Realizing the need for developing faith in the guiding principles of our policy namely, democracy, social justice and secularism.
- Recognizing the need for promotion of our enriched cultural heritage, national consciousness, international understanding and world peace through education.
- Recognizing that teachers, being part of the social milieu, share the needs and aspirations of the people.
- Recognizing the need to organize teaching as profession for which expert knowledge, specialized skills and dedication are prerequisites.
- Realizing that community respect and support for the teaching community are developed on the quality of teaching and teachers with proper attitude towards teaching profession.
- Realizing the need for self direction and self discipline among members of the teaching community.

National Council of Teachers Education (NCTE) - which is both statutory and accreditation body to the Government of India, has listed five performance areas, ten competency areas and five commitment areas for teachers. You may refer the booklet “Curriculum Framework for Quality Teachers Education” NCTE, 1998 for more details.

Besides these, we have to remember the following codes to become better teachers:

- Follow the ideals, principles and standards set by the authorities, community, society or nation
- Discharge professional duties and responsibilities without disturbing the institutional environment
- Participate whole heartedly in in-service training programme
- Involve in action-research work
- Maintain the high standards of professional character
- Trust the student
- Have deep faith in the innate capacities of students
- Behave in such a way that no one questions about your integrity
- Act as loco parent in school
- Never forget the maxim ‘A good example is the best sermon’
- Guide students in right ways at right time
- Image of the teacher should be very high in society
- Teacher must be the source of all virtues and embodiment of values
- Be fair and impartial to all in the class
- Be simple and think highly

**‘Check Your Progress’ - 3**

1. What is code of conduct?

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2. What should be the commitment of teachers?

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3. What does the teaching profession particularly requires?

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### **36.4 Let Us Sum Up**

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- A profession, to be called so, must be learned in character. In India from time immemorial the teacher has been a very learned man. A Profession requires a lengthy period of academic and practical training.
- A careful analysis of all the researches and results show that successful teaching and making teaching a profession depends on a number of factors, like: Teacher's personal equipment: His professional equipment: His Cultural background and academic equipotent: His physical equipment: His mental equipment: His emotional stability: His social adjustment, etc.
- Besides these qualities, a teacher should have real sympathy for, and understanding of his pupils.
- He should acquire full fitness - intelligence that would not decay a strong body, able to do hard work, a sweet tongue to win the hearts of pupils and an attentive ear to all that they might ask him. A teacher should have zeal for work and



loyalty to the teaching profession.

- Professional organizations help through various educational activities for the professional growth of teachers which in turn is useful in making education a profession.
- Professional growth of teachers is a vital element in any scheme for improving school education as well as education at any level. Such programmes, which help the professional growth of teachers, are often arranged by the teachers' organizations and the department of education.
- Through in-service training and other facilities, the teachers' organizations and the Department of Education make many efforts to improve the quality of learning in their area. Where their services are more effective, they promote cooperation between teachers and foster a healthy, positive attitude toward change - relying on the capabilities of teachers throughout the area.
- Teachers being a group of professionals, require a code of ethics in order to regulate the quality and standard of service. There are certain principles with regard to the maintenance of their quality and standard of service. Professional ethics amounts to understanding and application of those principles.
- NCERT has evolved a code of professional ethics for teachers.
- Besides these, we have to remember many other codes to become better teachers.

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## **36.5 Answers To 'Check Your Progress'**

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### **'Check Your Progress' -1**

1. A Profession requires a lengthy period of academic and practical training. All teachers at all levels are expected to have academic qualification and also teaching qualification, which involves practical training. They have professional ethics and follow the code of conduct. Thus education becomes a profession.
2. Teacher's personal equipment are his appearance, refinement, pleasant manners, industry, enthusiasm, drive, initiative and open mindedness.

3. According to Swami Vivekananda, a true teacher is he who can immediately come down to the level of the student, and transfer his soul to the student's soul and see through and understand through his mind.

### **‘Check Your Progress’ - 2**

1. Professional growth of teachers refers to learning experiences of teachers being in the profession or in-service. It involves a continuous sustained programme of retraining that counteracts out dated or defective teaching.
2. The majority attends the short courses out of interest and acknowledges that they will gain professional credit within their school or local authority for attending.
3. They promote cooperation between teachers and foster a healthy, positive attitude toward change - relying on the capabilities of teachers throughout the area.

### **‘Check Your Progress’ - 3**

1. Teachers being a group of professionals, require a code of ethics in order to regulate the quality and standard of service. There are certain principles with regard to the maintenance of their quality and standard of service. This is called Code of Conduct.
2. They must have commitment towards their students, their profession, to the people, and to the professional and employment practices.
3. Particularly this profession requires relatively long, continuous and directional preparations in the chosen area of teaching.

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## **36.6. Unit End Exercise**

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Answer the following questions in about two pages each.

1. Is teaching a profession? Explain with the help of characteristics of a profession you have studied.
2. How do professional organizations help teachers become professionals?
3. What is code of conduct for teachers? What is the opinion of NCERT about it?
4. Explain the norms one has to set to become a good teacher.

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## 36.7 References

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5. Bill R. Hampton and Robert H. Lauer: *Solving Problems in Secondary School Administration*, Allyn and Bacon, Inc., Boston, 1981.













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## Notes and Works

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