



Indira Gandhi National Open University  
School of Education

MES-042  
DIMENSIONS OF  
EDUCATIONAL MANAGEMENT

Policy Formulation

Organisational Structures

Centre State Relations

District and Subdistrict  
Management

Community Participation

Educational Management  
at the State Level

2

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“शिक्षा मानव को बन्धनों से मुक्त करती है और आज के युग में तो यह लोकतंत्र की भावना का आधार भी है। जन्म तथा अन्य कारणों से उत्पन्न जाति एवं वर्गगत विषमताओं को दूर करते हुए मनुष्य को इन सबसे ऊपर उठाती है।”

— इन्दिरा गांधी

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*“Education is a liberating force, and in our age it is also a democratising force, cutting across the barriers of caste and class, smoothing out inequalities imposed by birth and other circumstances.”*

— Indira Gandhi

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Indira Gandhi  
National Open University  
School of Education

**MES-042**  
**Dimensions of Educational Management**

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December 2009

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ISBN : 978-81-266-4075-1

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Printed and published on behalf of the Indira Gandhi National Open University, New Delhi.

by Registrar, MPD

Paper Used: Agrobased Environment Friendly

Laser typeset by Naiti Graphics, NCR, Sakya Puri, New Delhi-110 016  
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December 2009

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**ISBN : 978-81-266-4075-1**

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Printed and published on behalf of the Indira Gandhi National Open University, New Delhi,  
by Registrar, MPDD

Paper Used: Agrobased Environment Friendly

Laser typeset by Nath Graphics, 1/21, Sarvapriya Vihar, New Delhi-110 016

Printed At :- Maa Printer B-24/2 Okhla Phase-2 New Delhi-20

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## **BLOCK 2 EDUCATIONAL MANAGEMENT AT THE STATE LEVEL**

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### **Block Introduction**

Education has always remained an integral part of the overall economic planning and as such its evolution should be seen in the context of changes that have taken place in the overall economic planning practices. Post independence, India adopted a multilevel planning framework and efforts were made to create necessary institutional arrangements at national level, state level and state planning. Accordingly, the planning commission was created at National and State Planning Boards at the provisional level that facilitated development of national and state level plans.

To promote decentralised planning in Education, the NEP envisaged establishment of District Board of Education at the district level. The CABE committee on decentralised management of education further emphasises the need for integrating educational planning and management effort with the Panchyati Raj Institution. In this block we will elaborate on educational management at state level. This block consists of four units. Let us discuss all the units in briefly.

In the **Unit 5** deals with Policy planning in educational management is intended to provide basics about educational policies and programmes at the state level. How policies are implemented and the bodies associated in planning and implementation.

The **Unit 6** deals organisational structure with primarily emphasis on how organisational set up has come up over the years for administering and managing education particularly at the state level. It will also describe how the state discharge their functions regarding their obligations with respect to education.

In the **Unit 7** deals with centre state relationship. In the present century the needs of world –wide wars, economic crises and the demands of the welfare state objectives upon governmental activity have been important factors influencing the nature and pattern of centre-state relationships in a federation. The trend in the field of education has produced a relation of cooperation and sharing of responsibility between the centre and the states.

**Unit 8** encompasses with coordination, linkages, cooperation and networking, where central government and state governments are expected to have a meaningful partnership for educational development in the country. We also discussed the various reasons of the emergence of collaborative initiatives in the education sector at the state level. In addition to that here we also discuss a different pattern in different states such as the role of SCERT, State Board of Education and various advisory bodies.

# UNIT 5 POLICY PLANNING IN EDUCATIONAL MANAGEMENT

## Structure

- 5.1 Introduction
- 5.2 Objectives
- 5.3 Strategies for Policy Formulation
- 5.4 Process of Policy Formulation
- 5.5 Bodies Associated with the policy planning and policy implementation
  - 5.5.1 State Boards of School Education
  - 5.5.2 English Language Teaching Institutes
  - 5.5.3 State Publication/ Text Book Board
  - 5.5.4 State Council of Educational Research and Training
  - 5.5.5 State Institutes of Educational Management and Training
- 5.6 Educational Management at the State Level and its Implementation
  - 5.6.1 Andra Pradesh Primary Education Project
  - 5.6.2 Mahila Samakya
  - 5.6.3 SKP
  - 5.6.4 Bihar Educational Project (BEP)
  - 5.6.5 Lok Jumbish
  - 5.6.6 Uttar Pradesh Basic Education Project (UPBEP)
  - 5.6.7 Vocationalisation of Education
  - 5.6.8 District Institutes of Education and Training (DIETs)
  - 5.6.9 Adult Education
  - 5.6.10 State Specific Schemes
- 5.7 Policy formulation at state level
- 5.8 Policy implementation
- 5.9 Let Us Sum Up
- 5.10 Unit End Activities
- 5.11 References
- 5.12 Answers to Check Your Progress

## 5.1 INTRODUCTION

Educational managers work under the purview of educational policies and programmes formulated and planned at the national and state levels. These are reflected in the developmental plans prepared by the government agencies, and various committees and commissions. Education and national development are closely related. Education brings in economic and social well being of the people. The country through various policies and programmes inculcate their national philosophy and values among the people in the hope that they will identify themselves as citizens of a sovereign nation and remain in peace with their fellow citizens. In addition, the policies and programmes also lay thrust towards improving the quality of education and making it more relevant and meaningful for the people.

The policies are political statements of the Government about the future. It gives direction in which a country proposes to move to achieve its overall goals. It points to

the aims, the objectives, and the targets that would be used to achieve the set goals. The policy statements generally specify the expected results, measures, mechanisms or methods to achieve the results. In this context, in education policy, apart from the goals and objectives, it also gives road maps for further actions. Policy formulation is key to planning and management of education. Success of good policy depends upon how the policy is made, planned and implemented. In India, the overall goals of the country are given in the Constitution, and accordingly specific policies in education are formulated as and when required to achieve its stated goals.

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## 5.2 OBJECTIVES

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After going through this unit you should be able to:

- explain the process of policy formulation in India in general and at the state level in particular;
- describe the bodies associated with the policy planning and policy implementation;
- explain about programmes, projects and schemes;
- get sensitized to state's priority areas in implementing the policies; and
- discuss various challenges and issues associated with the process of policy implementation.

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## 5.3 STRATEGIES FOR POLICY FORMULATION

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Policy is generally formulated in three different ways:

1. The policy document is prepared by a group of experts constituted by the Government. This document is then widely circulated and discussed at different levels. It is subsequently revised taking into account recommendations received from various stakeholders. The final version of the document is then placed at the Parliament (for national policy) or Legislative Assembly (for respective state policy). After the Parliament or the Legislative Assembly approves, it becomes the National or State Policy.
2. The Government appoints a commission or a committee for its recommendations on some policy issues. The acceptance of the approval Parliament or Legislative Assembly by the Government becomes the Government Policy. In addition, some policy issues are just announced in the House of the Parliament or Legislative Assembly and become Government Policy.
3. Certain Policies are either passed by the Cabinet of Ministers or are circulated by the Education Department in the form of executive orders.

India being a quasi-federal polity, comprehensive policies covering all aspects of education are formulated both at the Central and at the State levels. You may note that in the Constitution, education was the State responsibility until 1976 and later on was brought in the concurrent list along with other socio-economic planning. The Constitutional Amendment of 1976, which includes Education in the Concurrent List, had a far-reaching implications with regard to financial and administrative issues. Therefore, it required a new sharing of responsibility between the Union Government and the States. According to it, the role and responsibility of the States concerning education will remain essentially unchanged. The Union Government would accept a larger responsibility to reinforce the national and integrative character of education to maintain its quality and standards. It will study and monitor the educational requirements of the country and human resources for development. It will cater to the needs of research and advanced study and look after the international aspects of education, culture, and human resource development. In general, it will promote excellence at all levels of education throughout the country.

The Centre, however, had been formulating policies in education even before 1976, which the states were expected to pursue. Policies in education can also be formulated on some specific issues by the centre or any state on the basis of recommendations of a committee or commission, appointed for that purpose. Whichever recommendations are accepted by the government, it seeks approval of the Parliament or the State Legislature, as the case may be. Routine policies in education can also be formulated at the departmental level in the form of executive orders.

In 1992, Article 40 of the Constitutional Act was amended. The Amended Act provided a legal framework for constitution and functions of local self-government institutions 73<sup>rd</sup> being in respect of rural areas and 74<sup>th</sup> pertaining to urban areas. According to the Constitutional amendment Act, in rural areas *Panchayat Raj* institutions were given the power to formulate policies for district specific educational developments. There are wide differences, in educational facilities, participation and performance from one village to another village, one block to another block. Thus, in the country, policies can be enacted at the macro level or at the micro level. These can be made at various levels - national, state, district, panchayat and institution. At the state level, very few states have taken initiatives for making state level policies except Maharashtra, Karnataka and West Bengal. West Bengal has not made any comprehensive policy decision, but there are incidences of state level decisions on education that can be classified as state policy. This has been done with a view to achieve universalization of elementary education and to have overall quality improvement in all stages of education like: introduction of English at primary schooling, establishment of School Service Commission for quality of teachers, abolition of tuition fees up to class XII, etc. In rural areas, there is very little evidence of taking initiatives in making policies. At the institutional level, very few educational policies are made. However, there are exceptions like institutions of national importance, viz Indian Institutes of Management. Other institutions rarely set visions and missions.

**Check Your Progress**

Note : a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

1. Explain any one strategy to formulate educational policy at the state level.

.....  
.....  
.....

2. Indicate the correct one by (v) mark.

The 73<sup>rd</sup> amendment of the Indian constitution deals with

- a. Panchyati Raj
- b. Compulsory Primary Education
- c. Nagar Pallikas
- d. Minimum age for marriage.

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## 5.4 PROCESS OF POLICY FORMULATION

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To fulfill the constitutional commitment, various commissions and committees are generally set up by the Government of India to determine the educational priorities. Based on the commission recommendations of the commissions and committees, policies are formulated. After Independence major macro level policy decisions at the central and the state level were taken on the basis of of three Commissions – University



Education Commission (1948-1949), Secondary Education Commission (1952-53) and Education Commission (1964-66). However, the first two Commissions were set up for the specific levels, and the Kothari Commission was set up to review the entire Indian education system. The Kothari Commission articulated goals and objectives of education for all stages in the context of national goals. This report is regarded as an important policy document for educational reforms and reorientation.

In addition, from time to time, a number of committees were set up by the central or state governments to make recommendations on some specific aspect(s). These were examined by the government, and if found acceptable were adopted as government policy.

After independence, two National Policies in Education were enacted – first in 1968, and second in 1986. Different strategies were adopted for formulating these national policies. The first major educational policy formulation in the post-independence period was made as a result of the Kothari Commission Report (1964-66). This Commission comprised experts who traveled around the country, consulted people, commissioned expert inputs in the form of research and papers and reviewed their recommendations. Thus Expert Modeling approach was adopted. We need to remember that the Commission was not appointed for enactment of the national policy. It was thought afterwards to consider it for policy formulation. As the report was very comprehensive, it formed the only input for policy formulation. The recommendations were discussed and passed by Parliament and approved by the Cabinet and put up in the policy known as *National Policy Resolution, 1968*, which guided the macro level policies till the formulation of the *New Education Policy, 1986*. As education was on State List in 1968, many of the recommendations of the 1968 Policy Resolution were not implemented by a number of states.

There was another effort in formulating the national policy in 1979; the draft policy was ready for presentation to the Parliament when the government lost majority. Therefore, it did not come into force. Another effort to make national policy was made in 1986.

The process for the formulation of second national policy was in fact unique. Throughout the policy formulation process, participative approach was adopted. In the initial stage, a diagnostic exercise was undertaken by the government to find status of educational development. It identified the problems and constraints in the educational system and then presented a policy perspective. Therefore, the first step diagnostic document entitled '*Challenges of Education: A Policy Perspective*' was developed by the government. This document was widely circulated and discussed in various forums all over the country. The views of individuals, groups and states were invited and consolidated in the form of citizen's perceptions. The outcome was taken into consideration while formulating the draft policy document. This draft was then discussed in the Conference of Education Ministers of States. After incorporating the suggestions of the state government, another Draft was prepared. This was put up to the Parliament, and passed after discussion, and approved by the Cabinet in August 1986. Thus, the *National Policy on Education, 1986* was come into force. The policy document recommended reviewing the Policy after every five years. The Policy was followed by a '*Programme of Action, 1986*'. For the time Programme of Action (POA) was prepared for policy implementation.

In 1990, the National Policy on Education, 1986 was reviewed by a committee set up under the Chairmanship of Acharya Ramamurthi. The review report '*Towards an Enlightened Humane Society*', suggested that in order to achieve equity and social justice education policy should be closely linked with other policies and a common school system should be developed. The report also stressed on decentralization of educational management at all levels. Educational complexes recommended by the committee are seen as an instrument of bringing about decentralization. In addition,

the committee mentioned for establishment of participative educational order. It envisaged on several modalities like: involvement of the colleges and universities for regional development and improvement of school education; creation of school complexes; strengthening education-industry interactions for the purpose of bringing about cost effective and practice oriented vocationalisation of school education; involvement of the village communities in working for the goal of universalisation of elementary education and the teachers being placed center stage in educational reforms at all levels with careful attention devoted to their status; recruitment modalities; service conditions; training, etc. The Report was tabled in both the Houses of Parliament. However, before the then Government could give its approval, it lost its mandate. The Policy was again reviewed in 1992 by a Committee set up under the Chairmanship of Shri Janardhan Reddy, the then Chief Minister of Andhra Pradesh. The Committee recommended that while the 1986 Policy did not need any fundamental change, a revised Programme of Action be prepared keeping in view the experience of implementing the NPE, 1986. POA stressed on social mobilization, to universalize literacy and basic education, provision of 'Universal Access' in addition to universal enrolment and universal retention. School should be accessible to all children within walking distance. For ensuring the quality of education, it also stressed on the provision of teacher training, introduction of minimum levels of learning, establishment of Village Education Committee (VEC), empowerment of the grassroots implementing agencies, and the revision of curriculum and instructional material.

The reviewed Report was examined by the Minister of Human Resource Development, which brought out "National Policy on Education, 1986 with modifications undertaken in 1992 and Revised Programme of Action, 1992". These two documents have been guiding the policy at all levels until now. Based on the Revised Policy and Programme of Action, each state was also asked to prepare its own Programme of Action, on the basis of Guidelines provided by the NPE, 1992, and the specific situation of the state. The next review, due in 1997, is yet to take off.

While most of the states came out with their 'Programme of Action' on the basis of Task Forces set up for the purpose, some of the states appointed Special Committees to examine the recommendations of the NPE, 1992, and suggested their plan of action. Almost all the states agreed with the recommendations of the NPE, 1992 and formulated their own Programme of Action identifying the priority areas for immediate implementation. Depending on the importance of the area, some of the programmes/schemes were funded, fully or partially, by the Central Government.

The policy gave added impetus to the launching of a large scale programme of nonformal education and provided incentives to voluntary agencies for running of the centres. In this context, it resolved to achieve universalisation of elementary education and the eradication of illiteracy by 1995. It stressed upon the active community involvement in achieving the target of UEE.

The educational priorities defined by NPE have continued till date which is reflected through the number of state level and national programmes and schemes launched to achieve the target of UEE. This endeavour got further impetus due to the developments at the international level. The world declaration on *Education For All* in 1990 at Jomtien and at Dakar in 2000 brought to the central stage the need for viewing elementary education as a fundamental right of citizens. The Dakar framework set six major Education For All (EFA) goals and proposed twelve strategies. Beginning from early childhood and extending throughout life, the declaration emphasized high quality educational opportunities to all and these opportunities must neither exclude nor discriminate. Concomitant to the international resolutions and commitments, Indian Government launched several state specific/ district specific programmes to reduce the regional, spatial, social and gender disparities. In 1980s and 1990s large number of educational projects were initiated to improve the access and quality in educationally backward areas viz Andhra Pradesh Primary Education Project (APPEP) in 1983,

Shiksha Karmi Project in 1987, Bihar Education Project in 1991, Lok Jumbish in Rajasthan in 1992, and Uttar Pradesh Basic Education Project in 1993. The basic principle of all these projects was the involvement of local functionaries and community in the monitoring and supervision of the personnel involved in carrying out the specific activities. Following these projects, a major development programme, i.e. District Primary Education Programme (DPEP) was launched in 42 educationally backward districts across seven states in 1994, which spread further to 273 districts in 18 states. Its main objectives were to improve access, retention and achievement among the primary school going children with a focus on girls and children belonging to socially disadvantaged and economically backward populations. The details of the significant initiatives are given in the following section.

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## 5.5 BODIES ASSOCIATED WITH THE POLICY PLANNING AND POLICY IMPLEMENTATION

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According to planning documents in India, education should enable all citizens to acquire literacy, numeracy, computation skills, basic understanding of the surrounding world, functional skills of relevance to daily life and the local environment. In addition, equality of opportunity for education for improving the quality of life and their participation in the tasks of promoting the general well-being of society is equally essential.

Therefore, after independence, a number of steps have been taken to promote educational facilities. With the result many schools, colleges, and institutions of teachers training and educational administrators were established. The professional support institutions are diagrammatically presented in figure. Many academic support systems have been developed at the state level to provide academic support to school education. These institutions help in maintaining quality and standards of education. Two types of academic institutions provide academic support: i) institutions directly under administrative control of state education department, and ii) institutions set up by the state under some Centrally Sponsored Scheme of Government of India. Under the first category, the institutions are Board of School Education, English Language Teaching Institute, Textbook/Publication Board, etc. The second category of institutions was set up during post-independence period includes State Institutes of Education (SIE), State Council of Educational Research and Training (SCERTs), District Institute of Education and Training (DIETs), State Institutes of Educational Management and Training (SIEMAT), State Institute of Educational Technology (SIETs), etc. SCERTs and DIETs vary widely in their structure and capability from one state to another. In some states, SCERTs are autonomous organizations; in some others, these are just one of many directorates, while in some others, they are under the Directorate of Education. Some SCERTs have staff with academic designations, e.g. Delhi; some others like U.P. have joint directors, deputy directors, assistant directors and the like.. Some SCERTs have full contingent of academic staff structures as well as their reporting authority, e.g. DIETs in Delhi report directly to SCERT while SCERT in West Bengal has no control on DIETs of the state.

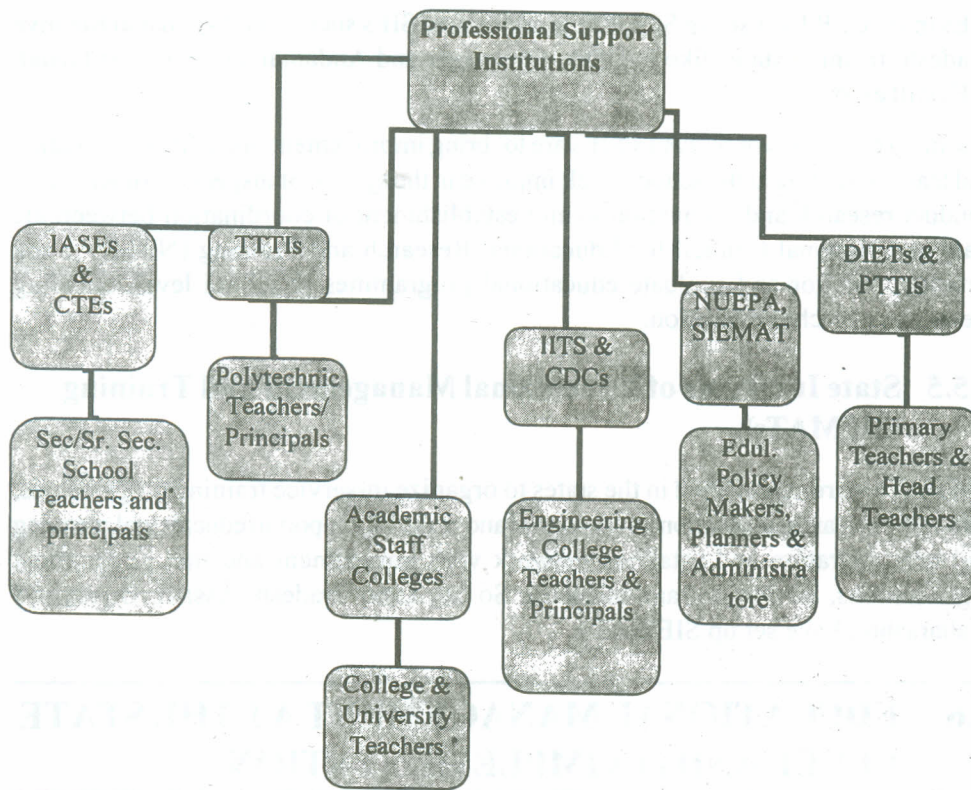


Figure 5.1 : Professional support institutions at state level

### 5.5.1 State Boards of School Education

At present there are 42 state Boards. Most the states have a single Board of Senior Secondary Education. Due to expansion of primary education, some states have bifurcated the school board into separate boards. These Boards are generally statutory bodies.

### 5.5.2 English Language Teaching Institutes

These institutes were set up for improvement of teaching English as a second language in schools, to provide training to teachers and preparation of teaching material and aids.

### 5.5.3 State Publication/Text Book Board

These Boards were set up to promote education through production of high quality textbooks and other instructional materials and also to undertake evaluation and research for improvement of school curricula.

### 5.5.4 State Councils of Educational Research and Training (SCERTs)

During sixties, State Institutes of Education (SIEs) were established for qualitative improvement of elementary education. Their functions comprised organizing in-service training for teachers and supervisory personnel, extension activities, research and publication of instructional material. Subsequently, in course of time, other institutions were also set up in some states to provide academic support to school education in areas of growing importance like science education, educational technology, English language teaching, vocational guidance, etc. As these institutions increased in number, need for coordination among those arose. The Ministry merged all these single organizations into SIE/SCERT. At present almost all the states have either converted

SIEs into SCERTs or set up SCERTs in addition to SIEs such as in Assam and Madhya Pradesh. In small states like in GOA, Chandigar and Andaman and Nicobar Island, SIEs still exist.

The main objectives of SCERTs/SIEs are to: bring improvement in quality of education and teacher training at the school level; improve in the system of inspection supervision; conduct research and innovation in and establishment of coordination between the state and National Council for Educational Research and Training (NCERT); and develop, monitor and evaluate educational programmes at school level including elementary teacher education.

### **5.5.5 State Institutes of Educational Management and Training (SIEMATs)**

SIEMATs were established in the states to organize in-service training programmes, undertake research, evaluation, professional and research support in educational planning and administration and establish network with government and non-government organizations, institutions and agencies. So far, Uttar Pradesh, Assam, Orissa and Maharashtra have set up SIEMATs.

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## **5.6 EDUCATIONAL MANAGEMENT AT THE STATE LEVEL AND ITS IMPLEMENTATION**

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Management of education implies the management of educational goals, programmes and projects. These are core elements of any educational system. The educational goals are largely projected from national platforms, not from local specific situations and contexts. For example, since independence, expansion of education has been the focus point of the central governments. Many efforts were put in to achieve the goal of Universalisation of Elementary Education. To achieve these goals decentralized planning and management strategies were introduced in the country. Several central and state level initiatives have been started from the early 1980s. While the designs of these projects vary substantially, all of them address the objectives and strategies of the *National Policy on Education, 1986*. They pay special attention to increasing girls' enrolment, improving educational outcomes, strengthening community involvement, improving teaching and learning materials, and providing in-service teacher training. For implementations of the Policy and POA, several Centrally Sponsored Schemes were launched, and those were hinted in the first Block of this course. These schemes are as follows:

- Andhra Pradesh Education Project (1989),
- Mahila Samakhyas Project
- Shiksha Karmi Project (SKP)
- Bihar Education Project (1991)
- Lok Jumbhish (1992)
- UP Basic Education Project (1993)
- District Primary Education Program (DPEP) (1994)
- Mid-Day Meal Scheme (1995)
- Vocationalisation of Education
- DIET
- Adult Education.

Let's discuss these briefly as follows:

### 5.6.1 Andhra Pradesh Primary Education Project (APPEP)

The first major externally funded project APPEP was undertaken in cooperation with the British Government. It was started in 1983 in 330 schools selected from 11 districts of Andhra Pradesh. The project focused on the quality improvement of primary education. As teachers are the pillars of the education system, it emphasized on improvement of teaching-learning process. One of the important strategies conceived by this project was to enhance the teacher competency through specifically designed training programmes. Under the guidance of the scheme and from its inputs, a change of approach was visible and it resulted in the decline of absenteeism among girls.

### 5.6.2 Mahila Samakhya Project

The Mahila Samakhya Programme was launched for 1987-89 to translate the goals of NPE and POA into a concrete programme for the education and empowerment of women in rural areas, particularly of women from socially and economically marginalized groups. It was initiated in 10 districts of Karnataka, Gujarat, and Uttar Pradesh; and was later on extended to Andhra Pradesh, Kerala, Uttaranchal, Bihar, Jharkhand, and Assam.

The Mahila Samakhya programme, while acknowledging the importance of education in empowering women to achieve equality, stressed on the processes rather than merely on the outcomes. It endeavoured to create an environment for women to learn at their own pace, set their own priorities and seek knowledge and information to make informed choices.

### 5.6.3 Shiksha Karmi Project (SKP)

The Shiksha Karmi Project (SKP) was started in 1987 in Rajasthan with financial assistance from the Swedish International Development Agency (SIDA). To deal with the problem of teacher absenteeism in the remote rural areas of Rajasthan, the concept of "barefoot teachers" was introduced by the SKP. It aimed at improving enrolment and decreasing dropout rates especially of girls. The major strategy adopted by the SKP was to appoint a local teacher known as *Shiksha Karmi (SK)* who could effectively reach out to every child in the locality. Voluntary organizations and communities were assigned the responsibility of providing continuous support and encouragement to the Shiksha Karmis. SKP had also constituted Village Education Committees (VECs) to promote community involvement in primary education and encourage village level planning. SKP has been responsible for a seven-fold increase in the enrolment of children in schools taken over by the project.

### 5.6.4 Bihar Education Project

The Bihar Education Project (BEP) was launched in the State of Bihar in 1991 with the aid of UNICEF. It was operational in seven districts of Bihar. The objectives of the project had been reduction of illiteracy, universalisation of elementary education, particularly for children in the 6-14 age group with special emphasis on the girl child. The project emphasized on universal access, universal participation and universal achievement. The strategies adopted were: the mobilization of community for educational purposes, improving teaching-learning process in schools, establishment of NFE centers and Adult Education centers. BEP had people based structures like - the Village Education Committees and *Mahila Samoohs*, which were responsible for carrying out the objectives of the project. Teachers also had been given responsibility in the development of a community network. A new teacher training strategy had been adopted which aimed at renewal of teacher training practices. Keeping in view the low socio-economic and educational status of the state, it played a major role in creating a favourable environment for the education of children and adults.

### 5.6.5 Lok Jumbish

Lok Jumbish meaning "Peoples' Movement for Education" was initiated in Rajasthan in 1992 with the assistance from Swedish International Development Agency (SIDA). It aimed at providing access to primary education to all children upto 14 years of age, pursuing the goal of equity in education by enrolling and retaining all the children in the school. Gender equity and empowerment of women were the main goals of this project. It envisaged creating structures and initiating processes that would make education a facilitator in the process of empowerment. Community involvement was the key strategy conceived for the success of this Project. The Village Education Committee (VEC), Core Teams and Women's Group were actively involved in micro planning. VEC identified non-enrolled children, contacted the concerned families and tried to ensure regularity of attendance and retention of children in schools. The project also made a positive contribution to quality improvement through the development of improved MLL-based textbooks for classes I-IV. It had conducted school mapping in 8,921 villages, opened 2,560 Sahaj Shiksha Centers and started 529 new primary schools and 268 upper primary schools. The significant outcome of Lok Jumbish is that it has been successful in creating a congenial learning environment in an educationally backward state.

### 5.6.6 Uttar Pradesh Basic Education Project

The Uttar Pradesh Basic Education Project was launched with the financial assistance of the World Bank in October 1993. Universal enrolment and retention upto middle level were the main objectives of the project. It intended to improve the learning achievement and reduce the dropout rate through decentralization of educational planning and management. Capacity building at the grassroot level was the core strategy of this project. For the attainment of UEE it stressed on strengthening community participation, improving teacher and staff performance, improving curricula and textbooks. To impart training to the teachers, Block Resource Centers were established. A major exercise of school mapping was undertaken so that provision of primary school could be made within 1.5 Km of distance for a habitation having population of 300 and an upper primary school within 3 Kms for habitation having population of 800. Teacher training was provided to large number of teachers.

### 5.6.7 Vocationalization of Education

In the secondary education sector, Vocationalisation of Education was started in all the states. Success of the scheme however is limited to a few states like Karnataka, Tamil Nadu and Maharashtra.

### 5.6.8 District Institutes of Education and Training

In respect of strengthening of teachers' training institutions, DIETs were established with the aim to provide in-service training of teachers. This scheme is being implemented invariably by all the states. All these are the thrust areas of NPE, 1986, under the centrally sponsored schemes. The three main functions of DIETs are: training teachers of primary and upper primary schools (both at induction level and in-service training); resource support (extension /guidance, development of materials, aids, evaluation tools, etc.); and action research.

### 5.6.9 Adult Education

In adult education, the focus of the programmes is on literacy and post-literacy. National Literacy Mission and establishment of *Jan Sikshan Nilayams* are the two major schemes directed to promote adult education. These schemes are again thrust areas of the NPE, 1986 and the Revised Programme of Action, 1992.

### 5.6.10 State Specific Schemes

Besides these programmes/projects, or centrally supported schemes, several states have been implementing innovative schemes on their own to promote primary education in general and education of the girls and disadvantaged sections of the society in particular.

Some of the states provide residential facilities for children living in remote areas such as *Charwaha Vidyalayas* for small hamlets in Bihar, *Ahilyabai Holkar Mulina Mofat Pravas Yojana for girls* in Maharashtra, *Welfare Homes for Destitute Girls in West Bengal* and *Ashram Schools* for children living in remote and small habitations in the Union Territory of Andaman and Nicobar Islands. Ashram schools are also established in tribal areas of several states under a centrally sponsored scheme.

Some of the schemes focused on school related factors such as: providing access to children in remote areas by making school timings flexible (Prehar Pathshalas in Rajasthan); overcoming shortage of teachers by recruitment of local teachers in relaxation of qualification (Siksha Karmis in Madhya Pradesh and Rajasthan, and Vidya Sahayaks in Gujarat); making education a joyful experience (Anandmayi Siksha in Orissa and Anand Path in West Bengal). While Vidya Vikas programme of Karnataka and Saikshnik Uthav Scheme of Maharashtra seek to improve quality of schools and learning outcome.

All these schemes are still ongoing. Because of lack of monitoring and evaluation, these schemes are not as successful as they were planned. Even though, they are contributing to the achievement of the national goals of Universalization of Elementary Education all over the country.

#### Check Your Progress

**Note :** a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

3. What was the main aim of the APPE Project?

.....  
 .....  
 .....

4. Mention the seven guiding principles of Lok Jumbish Project.

.....  
 .....  
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## 5.7 POLICY FORMULATION AT STATE LEVEL

In respect of policy formulation, a large number of states have accepted the NPE 1986. They do not have their own policy. Maharashtra, Karnataka, Uttar Pradesh and West Bengal are the four major states that formulated their own policy. Karnataka, Uttar Pradesh and Union Territory of Lakshadweep have their own machinery for policy formulation. Meghalaya, Sikkim and A&N Islands had their own policy statements prior to the formulation of National Policy on Education, 1986, but are presently guided by the NPE, 1986. Table 5.1 shows the efforts made by the state in formulating the policies.



Table 5.1: State Level Commissions and Committees on Education

State/Union Territory	Name of Commission or Committee
Arunachal Pradesh	Kapoor Committee to draw 20 Year Perspective Plan for Education (1990).
Gujarat	Primary Education Commission, 1984; Secondary Education Commission, 1981; Paul Committee for College and University Education; PK Lehri and R S Chadramauli Committee for Vocational Education; Trivedi Committee for revision of Grant-in-Aid rules.
Karnataka	DV Urs Committee, 1977, to review +2 stages of education; A Bharath Fee Structure Committee (1985)
Madhya Pradesh	SC Behar Committee for Vocationalisation of Education (1986).
Maharashtra	Parvati Nalgonda Committee (1983) for Review of 1970 Policy Statement; Sudhkar Rao Naik Committee on Vocational Education (1983); Deskmukh Committee on Open University (1984); Ram Joshi Committee on Pre-School Education.
Meghalaya	Education Commission, 1970 to suggest improvement in school education; White Paper on Education, 1988, to suggest major steps in education including higher education.
Punjab	Punjab Education Reform Commission, 1982-1985, for suggesting changes in the education system
Rajasthan	Seventeen Committees set up to review various aspects of NPE
Sikkim	Ved Prakash Committee, 1975-76; Monnis Raza Committee for reorganization of Education system
Tamil Nadu	Kulandaiswami Committee on reconstruction of higher secondary and vocational education (1982), Syllabus Committee (1986), Sivaganam High Level Committee to reduce load on children
Uttar Pradesh	Standing Committee on Education to advise the State Government
West Bengal	Ashok Mitra Education Commission. Dr. Pabitra Sarkar Commission to review introduction of English and No Detention Policy.
Delhi	Committee on Upgradation of Standards in Government Schools (1992); Committee on Moral Education in Schools.
Lakshadweep	UT Level Advisory Board for formulation of policy and guidance in implementation

Source: *Educational Administration Survey Reports of Different States and UTs, NIEPA, New Delhi*

A number of states have announced their own policies in legislature on specific issues on the basis of recommendations of a committee set up for the purpose like Karnataka, Rajasthan, Maharashtra, and Uttar Pradesh. Rajasthan had set up seventeen Committees to review various aspects of National Policy on Education. On the other hand some states have set up own Commission to make the policies for example West Bengal, and Punjab,

## 5.8 POLICY IMPLEMENTATION

To ensure effective implementation of educational policies and programmes three sets of requirements are required. Educational administrators should have:

- a proper perspective of the goals and policies for which they are working;
- the capabilities required for performing administrative functions for achieving the prescribed tasks;
- will, interest and dedication on their part to perform the required administrative function.

In addition, well known functions of planning, staffing, organizing, motivating, controlling, including performance appraisal and inspection and supervision are considered important administrative functions for accomplishing prescribed goals.

For implementation of the policies, states have identified their own priority areas. Some states have identified long-term goals. For all the states, the priority area is Universalization of Elementary Education (UEE), which they are following through SSA. While implementing the goals of UEE their main stress is on access, to reduce number of out of school children, and improve quality of education and strengthening of teacher education. In addition, they also stress on vocationalization of secondary education, moral education, improving science education, games, sports, and physical education, infrastructure development, strengthening of administrative structure etc (see Table 5.2). Within adult education, removal of illiteracy also figures as a priority area in most of the cases. Establishment of the National Literacy Mission, *Jan Sikshan Nilayams* and the Centres of Continuing Education are the aspects emphasized. Kerala and Karnataka are the two states which give priority to 100 per cent enrolment, curriculum review and preparation of textbooks. In the state of Tripura, strengthening of supervision and inspection occurs as a priority area. Gujarat has identified value education as a priority area and Maharashtra has identified Sports as the priority area. Expansion of library facilities has been included as a priority area by Delhi. Uttar Pradesh and West Bengal have included examination reforms amongst the priority areas. In addition, Gujarat has also identified priority groups, which include weaker sections like Scheduled Castes, Scheduled Tribes, Women and Educationally Deprived, Minorities and so on.

Table 5.2: Priority Areas in Policy Implementation

State/Union Territory	Priority Areas in Policy Implementation
Arunachal Pradesh	UEE, Eradication of Illiteracy, promotion of girls'
Assam	UEE, OB, establishment of DIETs, Vocationalisation of education, infrastructure development, incentives for weaker sections, selective expansion of higher education
Bihar	UEE, 10+2 pattern of education, Vocationalisation of secondary education, teacher education, improvement of standard of education, strengthening of administrative structure, EGS Centres, Alternative and Innovative Education
Goa	UEE, Vocationalisation of education at +2 stage, improvement of standard of education
Gujarat	Priority of weaker sections and less developed areas, UEE, quality improvement, link education to world of work, value based education, improvement of science education, Vocationalization of education, Integrated Education for Disabled Children, Computer Literacy and Studies in Schools (CLASS), Education Technology, Improvement of Science Education in Schools, Promotion of Yoga in Schools, strengthening Culture and Values in Schools, Strengthening Boarding and Hostel Facilities for Girls, Environmental orientation to School Education, National Awards to Teachers.
Haryana	UEE, eradication of illiteracy, Vocationalisation of education, qualitative improvement at all levels of education, Angan Wadi Centres, Establishment of SCERT, Establishment of DIETs;

	Navodaya Vidyalaya Samitis, improvement of science education programme, Computer education in schools, Student's Safety Insurance Policy
Himachal Pradesh	Establishment of Navodaya Vidyalayas, setting up of DIETs, OB, improving science education, Vocationalisation of +2 stage, introduction of NLM, Kasturba Girls Balika Vidhyala
Karnataka	Consolidation and quality improvement expansion DIETs, OB, improving science education, Vocationalisation of + 2 stage, introduction of NLM, establishing JSN
Kerala	100 per cent enrolment of elementary level, massive quality improvement of programmes, provision of physical facilities.
Madhya Pradesh	UEE, Introduction to 10+2 pattern, improvement of teacher education, strengthening of administrative and supervisory structure, Free Books, Book bank Scheme, Coordination between Primary Schools and Anganwadies, Uniform to Girl Child, Shishu Shiksha Scheme, Health Check-up for school children, Student Security Insurance Scheme, Education Guarantee Scheme, Alternative School Scheme.
Maharashtra	Programmes for socially and economically developed, games, sports and physical education, nurture of talent, improving administration, restructure the curricula, Primary Education Schemes, Non-Formal Education, Construction of School Buildings, Schemes for Students Belonging to scheduled castes, Scheduled Tribes, Nomadic Tribes and Vimukta Jatis, Book Bank, Attendance Allowance for the Girl students, Shaleya Poshan Aahar Yojana (national Programme of Nutritional Support), Scholarships, Free Education to Girls up to XII Class
Meghalaya	Access to educational facilities, improvement of standards, removal of disparities, UEE, adoption of 10+2 pattern, revised curriculum and syllabi
Mizoram	UEE, teacher education, adult education programme, promotion of science and mathematics, reorganization of school system
Orissa	UEE, arresting dropout, mass literacy through non-formal, adult continuing education, Vocationalisation of secondary education, consolidation of higher education, strengthening of teacher education
Punjab	UEE, Vocationalisation of + 2, rural development, strengthening of science education, provision of facilities under OB, training of teachers
Rajasthan	UEE, Vocational education at + 2, rural development through education
Sikkim	UEE, expansion of secondary education, encouragement to the weaker section, vocationalisation of secondary education, expansion of facilities in higher education
Tamil Nadu	Universal enrolment and retention at primary level, improving quality, improving science education, vocational courses at secondary level, mobilization of community resources.
Tripura	OB, establishment of DIETs, expansion of facilities, teacher orientation, curriculum development, preparation of textbooks
Uttar Pradesh	Emphasis of girls' education, removal of disparities, non-formal education, access to secondary education, Vocationalisation, changes in examination system, quality improvement, strengthening of teacher education, Mahila Samakhya
West Bengal	Introduction of new curriculum, up-gradation of teacher training institute, implementation of OB, reform of examination system, orientation programme for teachers and supervisors in new curriculum.

A & N Islands	Implementation of major thrusts of NPE, training of teachers, free and compulsory education, special attention to tribal children, setting up of VECs, improvement of content processes of education
Chandigarh	Universal enrolment and retention, setting up school system in un-served areas, teacher education and setting up of DIET, autonomy and accountability of institutions, strengthening of database.
Delhi	'Education for All,' improving quality of education, in-service programmes for teachers, improvement of Science facilities, expansion of library facilities, publication of instructional material, introduction of SUPW
Lakshadweep	Main thrust on improving quality: increase quality of teachers, renew curriculum up to secondary stage, procure more material, remedial teaching of weak and slow learners

Source: Survey Reports of Different States and UTs: NIEPA and National and State Government of India documents.

Table 5.3 gives the details of implementation of priority areas through various schemes launched by central and state governments. Almost all the states have implemented Centrally Sponsored Schemes to promote primary and secondary education like Mid Day Meal or Nutritional Support programme for Primary Education, Integrated Education for Disabled Children, Vocationalization of Education, Computer Literacy and Studies in Schools (CLASS), Education Technology, Improvement of Science Education in Schools, Promotion of Yoga in Schools, strengthening Culture and Values in Schools, Strengthening Boarding and Hostel Facilities for Girls, Environmental Orientation to School Education, National Awards to Teachers, and so on.

Some states have also embraced externally funded projects. Besides several states have been implementing innovative schemes on their own to promote primary education in general and education of the girls and disadvantaged sections of the society in particular. Within teacher education, the priority is on teachers' orientation, establishment of District Institutes of Education and Training (DIETs), strengthening of State Councils of Educational Research and Training (SCERTs), and establishment of Institutes of Advanced Studies in Education.

Table 5.3 : State-wise Innovative Schemes

A & N Islands	Implement
Bihar	Mahila Samakhya Programme to activate women; Charwaha Vidyalaya for small hamlets; Samridhi Yojana for inculcating habit of saving among women; setting up of Jagjagi Centres and Mahila Samoochs, Tribal Research Institutes, Sarva Shiksha Abhiyan, EGS Centres
Gujarat	Vidya Sahayak Yojana (stipend to teachers); scholarships, coaching classes and book banks for students from weaker sections, Tribal Research Institutes, Nutritional Support to Primary Education, Sarva Shiksha Abhiyan, EGS Centres
Goa	Nutritional Support to Primary Education
Haryana	Incentive schemes for promoting education of girls, scheduled castes and Backward Class, EGS Centres
Himachal Pradesh	Nutritional Support to Primary Education (6 kg. of uncooked rice in a month), Sarva Shiksha Abhiyan, EGS Centres, Kasturba Girls Balika Vidhyala, IT education at elementary level
Karnataka	Vidya Vikas Programme to improve enrolment and attendance; Akshya Programme for ensuring attendance, Sarva Shiksha Abhiyan, EGS Centres

Kerala	Development of School Libraries, and Total Literacy Programme through Campaign Approach, Tribal Research Institutes, Nutritional Support to Primary Education, Sarva Shiksha Abhiyan
Madhya Pradesh	Incentive to girls and weaker sections; establishment of Adarsh Vidyalayas, Tribal Research Institutes, Nutritional Support to Primary Education, Sarva Shiksha Abhiyan, EGS Centres, Para Teachers
Meghalaya	SSA, Kasturba Girls Balika Vidhyala, Establishment of DIETs, EGS Centres
Maharashtra	Savitribai Phule Dattak Palak Yojana; Ahilabai Holker Mulina Mofat Pravas; Saikshnik Utshav; School Feeding Programme, Tribal Research Institutes, Nutritional Support to Primary Education, Sarva Shiksha Abhiyan, EGS Centres
Mizoram	Each One Teach One; State Adult Education Programme, Nutritional Support to Primary Education, Sarva Shiksha Abhiyan, EGS Centres
Nagaland	Nutritional Support to Primary Education, Sarva Shiksha Abhiyan
Orissa	Gyan Jyoti Movement, 1991-92, Bridge Courses for Tribal children; School Computer Programme everywhere (SCOPE), Tribal Research Institutes, Nutritional Support to Primary Education, EGS Centres
Punjab	Sarva Shiksha Abhiyan, Border Area Development Programme
Rajasthan	Siksha Karmi Porject; Lok Jumbish; Chhabra Project for the disable; Prehare Pathshalas for non-Formal education, Sarva Shiksha Abhiyan, EGS Centres
Tamil Nadu	Chief Minister's Nutritious Meals Scheme, Tribal Research Institutes, Nutritional Support to Primary Education, Sarva Shiksha Abhiyan
Tripura	Nutritional Support to Primary Education, Sarva Shiksha Abhiyan
Uttar Pradesh	Sanskrit Pathshalas and Urdu Madarsas being promoted, Sarva Shiksha Abhiyan
West Bengal	Mid-day Meals scheme; Sishu Sikshan Kendras; Sahayika (para-teacher); 'Anand Path' (joyful teaching-learning); State Open School; Welfare Homes for destitute girls; Integrated Education for Disabled Children (IEDC) under the provisions of the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995. Computer Literacy Training Programme, Tribal Research Institutes, Sarva Shiksha Abhiyan
A & N Islands	Ashram Schools for tribes, Sarva Shiksha Abhiyan
Delhi	DIETs, Nutritional Support to Primary Education, Sarva Shiksha Abhiyan, Scholarships to weaker students
Chandigarh	Incentive to girls and weaker sections; Nutritional Support to Primary Education, Sarva Shiksha Abhiyan
Daman and Diu	Nutritional Support to Primary Education, Incentive to girls and weaker sections; Sarva Shiksha Abhiyan
Puducherry	Incentive to girls and weaker sections; Nutritional Support to Primary Education, Sarva Shiksha Abhiyan

Source: National and State Government of India documents, and Survey Reports of Different States and UTs, NIEPA.

### Check Your Progress

**Note :** a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

5. Mention three sets of requirements for policy implementation in a state.

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6. What innovative schemes have been taken up for the development of education in Bihar?

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## 5.9 LET US SUM UP

In spite of tremendous progress in policy formulation and implementation, in India, achievements have fallen far short of the needs, desires and expectations because various aspects of implementation of educational policies and programmes do not get careful attention. Policy should ideally deal with goals, objectives, priorities, implementation machinery, evaluation and feedback mechanism. There seems to be considerable confusion between goals and objectives, and between specific objectives and policy priority. Implementation mechanisms have not been covered at all, and monitoring, evaluation and feedback have been overlooked. Programmes such as universal primary education, non-formal education, vocational education, etc. are all suffering from deficiencies in implementation.

The administrators have to accept the challenges of implementation of educational policies and programmes more carefully. Educational administrators hold the key to the implementation of policies and programmes by making use of their administrative skills and management techniques and have to ensure that they are able to do their best in implementing the educational policies and programmes at different levels. From time to time appropriate training is necessary to initiate and accelerate educational reforms and developments. On the other hand, incompetent and bureaucratic administrators can stifle all creativity and make any educational endeavor very difficult. In a country as vast and diverse as India, use of concurrent powers in education has an important place. No policy formulated at the central level can be good or even relevant for the entire country. While in the interest of national integration, it may be necessary to have some common accepted principles as given by the National Policy Resolution, 1968, each state should undertake to formulate its own policy in education. For this, it is necessary for each state to set up adequate state level mechanisms for policy formulation. Those states that have mechanisms for policy formulation need to activate them.

Policy formulation at the state level must be based on a thorough review or diagnosis of the educational situation. It should be done in a professional manner. Policy goals

need to be set up in accordance with the national goals as specified in the Constitution or the national policy documents. Policy objectives should be clearly stated by the State. Priorities need to be identified, both in the short and long term perspectives. Targets have to be specifically set keeping into consideration specific situation and likely availability of resources. Alternatives in implementation should be chosen keeping into consideration availability of resources, both manpower as well as financial. Blueprint of the policy must also include necessary monitoring, evaluation and feedback mechanisms. Henceforth policy analysis, review and assessment are integral part of educational policy developments. The NPE 1986, recommended to review the policy after every five years. India's first educational policy was framed in 1968 after 18 years of implementation of the constitution. Then second, policy was enacted in 1986, eighteen years after the first policy. It is a very long period in the life of a nation to wait to assess the impact. Since policy is a futuristic vision document, it should have reasonable period. Henceforth, policy should be assessed from time to time as mentioned in the NPE, 1986.

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## 5.10 UNIT END ACTIVITIES

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1. Explain the process of policy formulation at the state level.
2. Write in detail any two state level initiatives for implementation of educational policies and programmes.

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## 5.12 ANSWERS TO CHECK YOUR PROGRESS

1. The Government appoints a commission or a committee for its recommendations on some policy issues. The acceptance of the Parliament of Legislative Assembly by the government and becomes Government-policy. In addition, some policy issues are just announced in the House of the Parliament or Legislative Assembly and become Government-policy.
2. The 73<sup>rd</sup> Amendment of the Indian constitution deals with
  - a) Panchayati Raj
3. The project focused on the quality improvement of primary educations.
4.
  - a) A process rather than a product approach
  - b) Partnerships
  - c) Decentralised functioning
  - d) Participatory learning
  - e) Integration with the mainstream education system
  - f) Flexibility of management; and
  - g) Creating multiple levels of leadership committed to quality and mission mode
5.
  - i) A Proper perspective of the goals and policies for which they are working.
  - ii) They should have the capabilities required for performing administrative functions for achieving the prescribed task.
  - iii) There must be will, interest and dedication on their part-to perform the required administrative function.
6.
  - i) Mahila Samakhya Programme to active women
  - ii) Charwaha Vidyalaya for small hamlets
  - iii) Samridhi Yojana for inculcating habit of saving among women
  - iv) Setting up of jagiagi centres and Mahila Samootis
  - v) Tribal Research Institute
  - vi) SSS and EGS centres



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## UNIT 6 ORGANISATIONAL STRUCTURE AND POLICY IMPLEMENTATION

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### Structure

- 6.1 Introduction
- 6.2 Objectives
- 6.3 History of Education Departments
- 6.4 Educational Administration at the State Level
  - 6.4.1 Ministry of Education
  - 6.4.2 The Secretariat of Education
  - 6.4.3 Directorate of Education
- 6.5 Structure of Education at Directorate Level
- 6.6 Government School Education Department
- 6.7 Constraints in Functioning of the Education Department
- 6.8 Other Support Structures at the State Level
- 6.9 Implementation of Policy at Different Levels of Education
  - 6.9.1 Elementary Education
  - 6.9.2 Adult Education
  - 6.9.3 Secondary Education
  - 6.9.4 Administration of Higher Education
- 6.10 Let Us Sum Up
- 6.11 Unit End Activities
- 6.12 References
- 6.13 Answers to Check Your Progress

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### 6.1 INTRODUCTION

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Organisation is a complex concept. It is perceived differently by different individuals. Organisations are made to achieve the set vision, mission, goals and objectives. Organisation helps in coordinating the activities, and utilizing the resources for fulfilling various tasks of the organisations. It is realized that the functioning of the organisation depends on achieving effectively the set goals. For that, on the one hand, organisational structure is needed to help in providing a framework for planning, implementation and controlling activities that take place within the organisation, and also in understanding communication and coordination flow. On the other hand, organisations work under the framework of policy made by the government. The policies give direction to the organisation which proposes to move to achieve its overall goals. It points out to the aims, objectives, and targets that are used to achieve the set goals. However, the success depends upon how effectively and efficiently policies are implemented by the organisation.

In India, after independence, the Constitution had placed education on the state list there by giving the responsibility for organisation, control and administration to the State Government. After 1976, education was put under the concurrent list thereby giving responsibility of education to both the centre and the states. According to the concurrency, both the states and the center have equal status for managing education. However, in practice, the major burden of administration and management of education

is on the state government, and that of planning and financial control is on the centre. This unit shall focus on these aspects of educational organisation and management.

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## 6.2 OBJECTIVES

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After gone through this unit you should be able to

- describe historical background as well as state government's machinery for educational administration in India;
- describe the machinery of educational administration in states for the purpose of planning and administration;
- explain the functioning of the department of education regarding their obligations with respect to education at the state level;
- List and describe the organisations that are supporting the Department of Education at the state level for implementing policies.
- analyse the role of educational structures in the implementation of policies at different levels of education in the states.

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## 6.3 HISTORY OF EDUCATION DEPARTMENTS

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In India since the ancient times, education is given top priority. There were always various centres of learning for imparting education. During the pre-historic period, the family was the main agency for imparting education. Then came the institution of private tutors, Gurukuls, and Ashrams. Buddhism and Jainism brought fundamental changes in access to education with their democratic character. Well-organized educational institutions came into existence with the impact of Buddhist monasteries. During the medieval period, different social groups supported different types of education. Remnants of all of them can be seen even today. The history of educational institutions shows that during the ancient and medieval periods in India formal government departments of education as well as officials like directors of education and inspectors of schools were not there. Education was willingly supported by society through donations and endowments. Patronage to education used to be given by the kings. Learned people of courts used to get grants of pension and land.

During the Mughal period, both Hindus and Muslims made efforts to spread education. Generally grants and donations were given for the promotion of education. *Maktabs* and *Madrasahs* were established during this period. The patronage of education then was one of the most important and sacred duties of the king. Emperor Akbar, although not educated, was very keen to spread the education. He encouraged the education of people of all religion. He provided a systematic and organized structure to education. Akbar not only increased the number of educational institutions but also concentrated on the improvement of quality in education. Aurangzeb further expanded the educational institutions and during his time orders were issued to provincial governments to look into the education of their subjects.

Soon after the British East India Company became the virtual ruler of the country, it had shown concern about the educational issues. Government supervision in the matter of education was for the first time introduced in 1823 with the setting up of a General Committee of Public Instruction for the Presidency of Bengal. It was followed by a committee at provincial level in 1843. A nucleus of the education department was first set up in 1850. Wood's Education Despatch of 1854 was the first official document, which outlined the Company's role with regard to the provision of schooling in British India. The Dispatch recommended establishment of a department of public instruction in each province for promoting general and public education in India. Consequently, the post of Visitor-General was replaced by that of Director of Public Instruction, and the province was divided for effective administration of mass education at primary

level into four circles each under the charge of a circle inspector. The Despatch created an elaborate machinery of education department at the province level and established guidelines for the development of schools at the primary, secondary and collegiate levels. A new system of schooling emerged in 1860 with government universities, a network of affiliated colleges and numerous primary and secondary schools. The new public system incorporated schools managed by provincial governments and local boards (district and municipal) as well as privately managed schools known as aided and unaided schools. While aided schools received public subsidies or grant-in-aids, unaided schools did not receive public grants but were nonetheless classified under the public system because their students were allowed to take public examinations offered by either education departments or colleges. Although many of the former indigenous schools disappeared over this period, some were successfully converted into public aided schools and the rest were classified as private schools because they did not conform to standards of the education department.

During 1882 Hunter Commission was appointed to enquire into condition of education in India. The Commission recommended that government responsibility should be only up to elementary education. Therefore, government should provide, extend and improve only elementary education. In this regard powers were given to District Boards in rural areas and city municipalities to control primary education. Government, however, continued to supervise the primary schools and even deputed district board's officers for administering primary education. It also continued to maintain some high schools and other institutions for higher education as models and exercised control over non-government institutions through inspections, examinations, recognition and grants-in-aid at the secondary and higher levels. In 1901 Lord Curzon convened a conference of Indian Educationists, Directors and Public Instructors which led to more involvement of government, strengthening administration and creation of the post of Director General to advise the government on education issues. The appointed person should be responsible for the coordination and supervision of educational administration and periodic tours to provinces to inspect educational institutions. Thus, more stress was laid on qualitative improvements. In 1910, the post of Director General was abolished and separate Department of Education in the centre was created. The Central Department of Education was made as a coordinating agency and clearing house. During 1915, a Central Bureau of Education was established and the post of the Education Commissioner to the Government was created. As a result, radical changes in educational administration in accordance to India were brought by the Education Act of 1919. According to the Act education was a transferred subject and to be managed by the Elected Indian Ministers of Education in various provinces under the system of Diarchy (dual administration). Also a statutory Board of High School and Intermediate Education was constituted under the Intermediate Education Act, 1921, with the director of public instruction as its chairman (to take the place of the Allahabad University) for regulating and supervising the system of high school and intermediate education in the province. In 1923, the Department of Education was amalgamated with the Department of Health, Revenue and Agriculture and named as Department of Education, Health and Land.

Many reforms for managing the educational activities were created. One of them was recruitment to the Indian Education Service. It was one of the important and responsible posts in the department. It was, however, discontinued in 1924 as a result of the recommendations of the Lee Commission. The activities of the department took a turn towards educational reconstruction soon after provincial autonomy was granted under the Government of India Act, 1935. After independence, the Department of Education was completely reorganized and considerably expanded. A separate Ministry of Education was created. The designation of the director of public instruction was changed in 1947 to Director of Education, and with a view to ensuring his ready consultation and easy collaboration with the government. Education in the states was made under the jurisdiction of states and the education in the union territories was

made a matter of centre's concern. As noted in unit 5, in 1976, education was put under the concurrent list. Both the state and the centre were made responsible for it. If we examine see the Indian Constitution, we find it to be neither federal nor unitary. According to Sekhariah (1968), our Federation is not at all a true form of Federation; it is a unitary state with subsidiary federal features. It is placed in the category of 'Quasi Federal State'. Another type of descriptive title given to the Constitution is that of a 'Paramount Federation'. The powers to the states are purely devolutionary in character. In the matter of education, the Constitution gives to the States equal status with the Union government. Though it gives equal status, in reality the trend is towards more of central control. Five-Year Plans are developed by the Planning Commission and the States have to make developmental plans according to the Five-Year Plans. Besides this, for sustaining educational programmes States, the have to depend upon the advice and financial aid of the centre. The Table 1 gives in detail establishment of Education Departments in the states.

Table 6.1: State- wise establishment of Educational Department

States	Name of the Department	Year of Establishment
Andhra Pradesh	Education Department	1956
Assam	Education Department	1905
Arunachal Pradesh	Education Wing	1947
Bihar	Education Department	1911
Chattisgarh	Education Department	2001
Goa	Health and Education Department	1960
Gujarat	Education and Labour Department	1960
Haryana	Education Department	1966*
Himachal Pradesh	Education Department	1948
Jharkhand	Department of Human Resource Development	2001
Karnataka	Directorate of Public Instruction	1857
Kerala	Compulsory Education in Travancore	1817
Lakshdweep	Schools initially were under Tehsildar	1950
Madhya Pradesh	Education Department	
Maharashtra	Department of Education and Youth Services	1960
Manipur	Education Department	1966*
Mizoram	Superintendent of Khasi Hills	Early 20 <sup>th</sup> Century
Orissa	Directorate of Public Instruction	1936
Tamil Nadu	Board of Public Instruction	1826
Tripura	Directorate of Education	1951
Uttar Pradesh	Visitor General for state	1850
	Director of Public Instruction	1854
West Bengal	Director of Public Instruction	1921
Delhi	Education Department	1912
Chandigarh	Director of Public Instruction	1966
A& N Islands	Education Office	1955
Sikkim	Education Department	1920

\* reorganised

### Check Your Progress

Note : a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

1. What was the significant step taken in 1923 regarding the department of education?

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2. Mention the name of the Department of Education of Tripura and when it was established.

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## 6.4 EDUCATIONAL ADMINISTRATION AT THE STATE LEVEL

Each state or union territory has established an Education Department. The education department perform three main functions: regulatory, operational and directive see (Figure : 6.1). Regulatory functions look after policy, planning and programme formulation at *Secretariat Level*, operational functions are responsible for implementation of programmes at *Directorate Level* and directive functions looks after inspectorial and supervisory functions at *District Level*. Educational administration differs from state to state. There are varying number of Education Ministers, Education Secretaries, and other officers at the secretariat level like Additional Secretaries, Special Secretaries, Deputy Secretaries, Assistant Secretaries and Under Secretaries. Some states have more number of Education Ministers. The State of West Bengal has five Education Ministers (dealing with various levels and types of education) while Bihar, Himachal Pradesh, Rajasthan, and even smaller states like Tripura have three Education Ministers. In the same way Education Secretaries and other officers also differs from state to state. In Madhya Pradesh there are four officers at the Secretariat level. Within the state, the administration of education depends upon the size and number of institutions. There is functional relationship or coordination between different levels of administration and types of institutions, though the system varies from state to state.

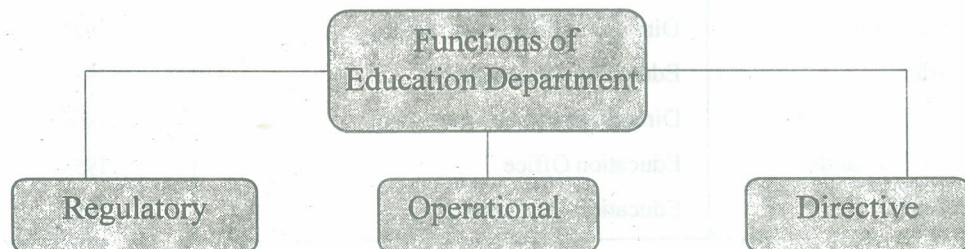


Figure 6.1 : Functions of Educational Administration at State Level

In short, for coordinating the educational activities at state, region, district and lower levels, states have to carry out the following regulatory, operational and directive functions:

- Policy making in education
- Coordination of education at all stages and levels
- Personnel administration
- Budget formulation
- Plan and expenditure control
- Grant-in-aid to non-government institutions
- Administration of elementary schools
- Control and supervision of secondary education
- Control and supervision of higher education
- Supervision and administration of National Cadet Corps, libraries, teaching of oriental languages, scholarships, etc.
- Supervision and control of teacher training.

These functions are discharged by the educational functionaries of the state government at the secretariat, directorate, regional, district and lower levels. The responsibility is also shared by the local government agencies and voluntary organisations operating in the state as also the internal administrative machinery of the various universities located in the state. Let's discuss the agencies and functions in the following sub-sections.

#### **6.4.1 Ministry of Education**

For the purpose of planning and administration of education, each state government has a department of education. The Minister, who is member of the state legislature, is the head of this department. He/she is responsible for the initiation, direction and execution of all the education policy of the state. Not only he/she is responsible for planning of education in the state but is also answerable for developments, progress, retroactive steps taken in the state in the field of education. The success of any programme generally depends upon the personality of the Minister. The Secretary or Director of Education advises him/her, but the success of the programme depends upon the perseverance and determination of the Minister.

#### **6.4.2 The Secretariat of Education**

The Secretariat of Education is headed by a secretary of education. He/she is responsible for policy formulation, planning, programming, budgeting of education, coordinating among different directorates and with other departments, work relating to appointment, promotion and transfer of senior officers. Besides administrative powers, the Education Secretary enjoys full financial powers, such as sanctioning of various schemes/projects. All the schemes of expansion of education (plan and non-plan) are first approved by the Education Secretary and are then submitted to the planning and finance departments. There are a number of other officers of the rank of joint secretary, deputy secretary, under secretary, etc. (see Figure: 6.2). These officers are responsible for implementation of educational policies in the state. The Secretariat remains in direct touch with the ministry of education. The decisions on policy matters are taken at this level and then submitted for approval to the minister. The secretariat acts as a link between the executive headed by the Director on the one hand and the Minister of Education on the other. The recommendations of the Director of Education are scrutinized at this level and are with comments transmitted onwards to the minister. It is not necessary that each matter should go to the minister. Many of the routine matters are disposed of at this stage or even at the earlier stage of the directorate but all policy matters have to go up to ministerial level.

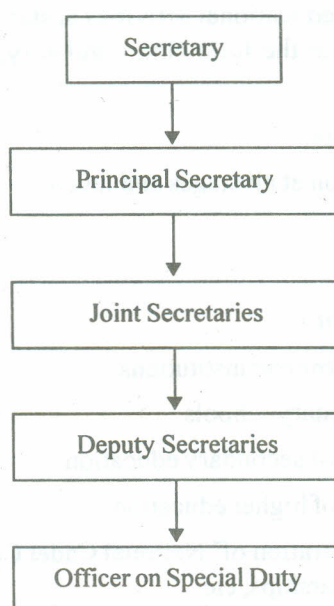


Figure: 6.2 Set-up at Secretariat of Education

The secretary of education is usually a member of Indian administrative Service. His/her job is transferable and sometimes he/she remains in the office for a short time. In some states, the secretary to the government for education may have other responsibilities as well and so may be responsible for more than one minister. The secretary for education may reach this position without any experience in the administration of education. He/her is usually a person who has experience of general administration. The secretary for education passes orders on behalf of the government. The director, for most purpose, acts as a subordinate officer to him/her. The director's references and letters pass through him/her and with him/her noting to the minister. Whatever proposals, programmes or policies the director submits, are scrutinized at the secretariat and then submitted to the minister.

The secretaries of education generally look after all aspects of education like: mass education, school education, higher education, technical education and vocational education. In some states, technical education is a part of higher education; medical education is made the responsibility of the Health Department and agriculture education of the Agriculture Department. Historical conventions and convenience determine the division of subjects between the Secretaries in the Education Department. Table 6.2 shows the states, which have unified administrative structure. Over the years, number of educational institutions has been increased tremendously. According to the need, administrative machinery is being diversified and it has become multifaceted. Mostly these are diversified into the Department of School Education and Department of Higher Education (see Table 6.3). In some of the major states, the department of School Education has been further bifurcated into Department of Elementary and Department of Secondary education. Even in some of the states, not only there are separate departments for elementary education and secondary education, but also for higher and technical education. Adult and non-formal education, vocational education and academic support bodies have become part of the School Education Department.

University and collegiate education is the responsibility of the Higher Education Department. In some of the states, technical education is no longer a part of Education Department. Even the diversification has been percolated down up to the district level. However, one of the major drawbacks is that the diversification has resulted in lack of coordination with departments in the states. Tables 6.1 and 6.2 note the states and UTs that have unified and diversified Administrative Structures at the secretariat level. Example of the unified administrative structure of Chandigarh is given in Figure 6.3 and Figure 6.4 for diversified administrative structure of Madhya Pradesh is given in Figure 6.4

**Table 6.2: Unified Administrative Structure at Secretariat Level**

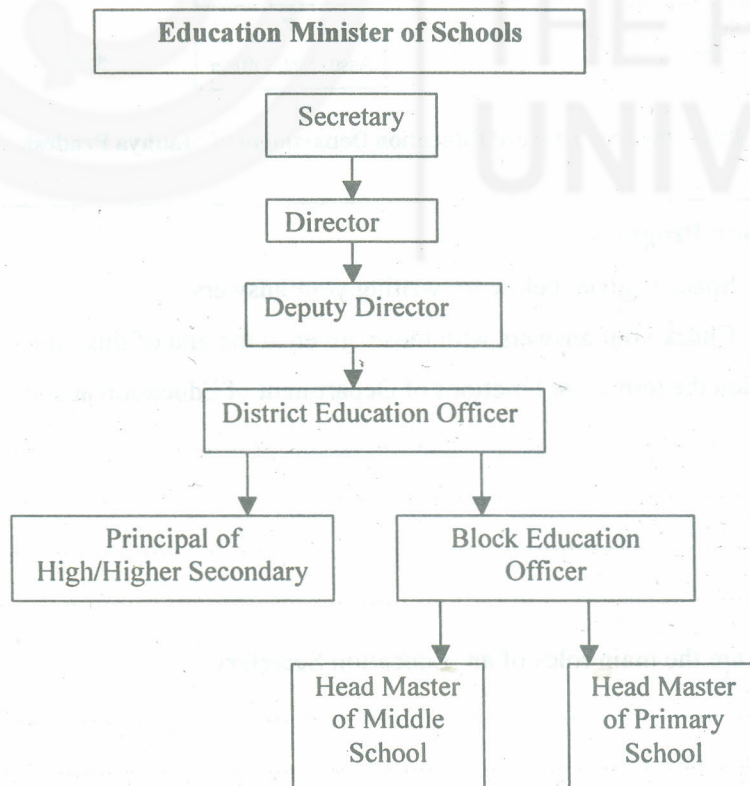
Name of the States	Name of the States
Arunachal Pradesh	Chandigarh
Haryana	Daman and Diu
Punjab	Dadra and Nagar Haveli
Himachal Pradesh	Delhi
Mizoram	Andaman and Nicobar Island
Tripura	Pondicherry
Sikkim	Lakshadweep
Manipur	Uttaranchal
Nagaland	Chattishgarh
Meghalaya	Jharkhand

*Source:* from State Education Department

**Table : 6.3 : Two Separate Education Departments for School and Higher Education**

Name of the States	Name of the States
Bihar	Orissa
Goa	Rajasthan
Gujarat	Uttar Pradesh
J&k	West Bengal
Karnataka	Tamil Nadu
Madhya Pradesh	Assam
Maharashtra	Andhra Pradesh
Kerala	

*Source:* from State Education Department



**Figure 6.3: Unified Structure of Education Department- Chandigarh**

*Source:* Education Department: Chandigarh.



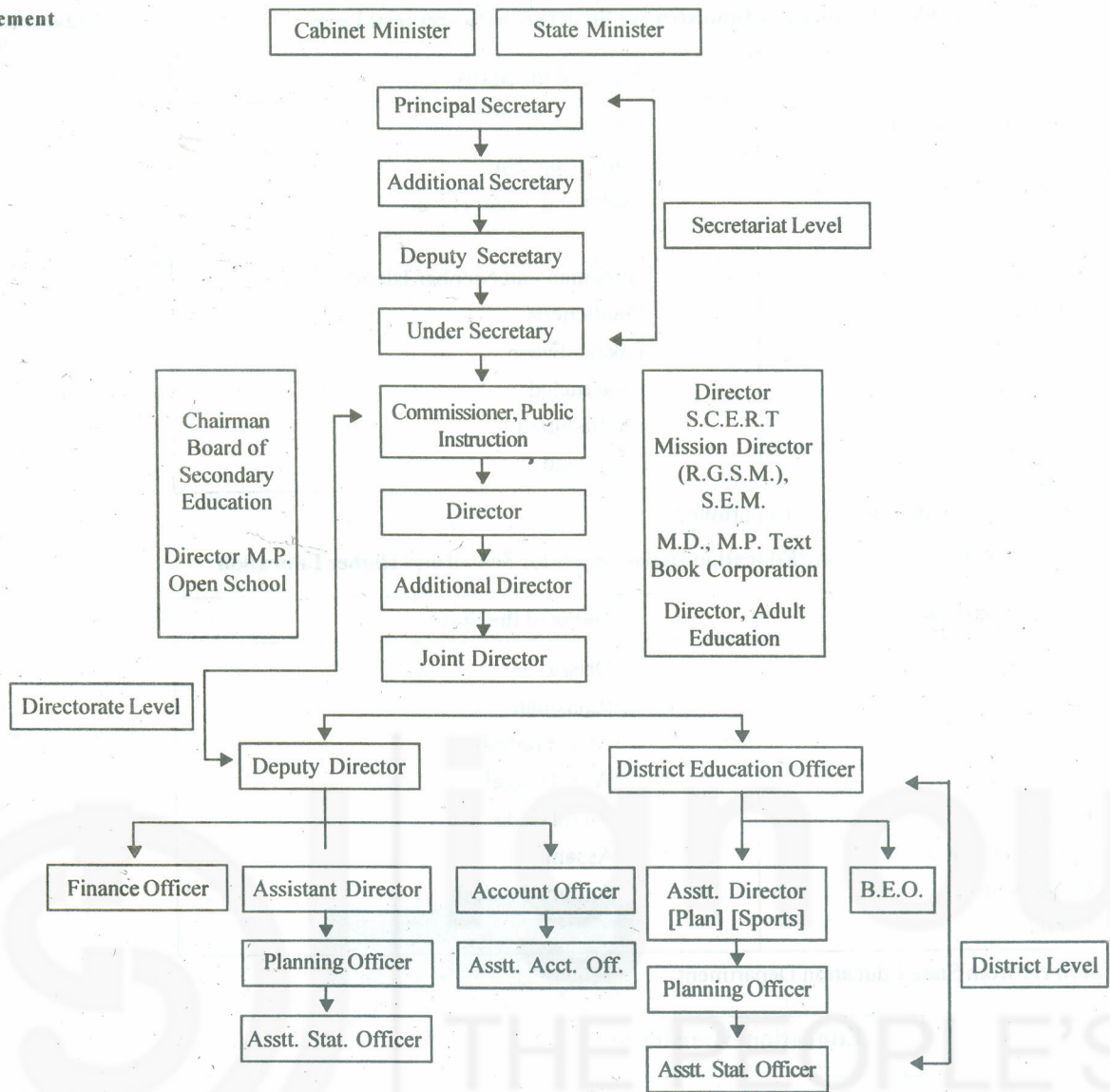


Figure 6.4 : Diversified Structure of Education Department of Madhya Pradesh

**Check Your Progress**

**Note :** a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

3. Mention the important functions of Department of Education at state level.

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4. What are the main roles of an Education Secretary?

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### 6.4.3 Directorate of Education

Each State Department of Education has a Directorate of Education or Directorate of Public Instruction. It is the executive body of the Department of Education. It is described as the eyes, ears, and feet of the state government in the field of education. The government moves through the directorates and gets information regarding thousands of institutions in the state. The government's policy is executed, reactions about it are obtained and the success or failure is evaluated by the Directorates. The Directorate is headed by Director. He/she is responsible for the administration of education throughout the state. He/she frames plans for educational expansion in the state. He/she also coordinates the educational programmes of different districts in the state. He/she heads evaluation services and Examination Boards. The appointment and transfer of teachers in Government schools are usually under his/her charge. He/she is ex-officio member of the syndicates or the executive bodies of state universities.

The head of the Directorate is in most cases appointed from the provincial cadre of educational services. He/she is generally selected after much experience in the field of educational administration. In some cases, he is a member of the Indian Administrative Services (IAS). The Director has overall authorities to exercise administrative, financial and supervisory powers. He/she is assisted by a number of other senior level officers like Additional Directors, Joint Directors, Deputy Directors and Assistant Directors.

The directorate keeps the government in touch with the educational institutions. It passes orders for their efficient functioning, arranges for instructions and determines the financial aid to be given to them. The government institutions are direct under his/her control. It gives grant-in-aid to the privately managed schools.

The administration of school education has undergone considerable change with the sector-wise bifurcation and trifurcation of the department of school education at different levels. The bifurcation or trifurcation of the unified education departments by the states at different levels may have helped in focusing programme implementation and decentralizing various functions of administration. However, this has led to the lack of coordination among the different sectors of education. There is no word between primary and secondary education sectors since in majority of the states both the sectors have separate setup of administration right from institutional level to secretariat level which adversely affects planning and implementation of educational programmes. Due to increase in the size of the educational system and in the complexities of educational management, most states, at least the larger ones, now have more than one directorate, each dealing with a particular stage or aspect of education. To facilitate the work of educational management, several state governments have set up regional level machinery. The following trends emerge in different states and union territories:

- *Unified Directorate of Education*

In Arunachal Pradesh, Lakhsdweep, Andaman and Nicobar Islands and Chandigarh have single Directorate of Education to deal with educational matters from primary to higher education level.

- *Separate Directorate of Education*

The states having two main directorates, that is one for the school education and another for higher education are Kerala, Madhya Pradesh, West Bengal, Rajasthan, Mizoram, Tripura, Sikkim, Goa, Assam, Gujarat, Andhra Pradesh, Maharashtra and Jammu.

The states having three separate directorates for primary/elementary education, school education and higher education are: Haryana, Punjab, Himachal Pradesh, Bihar, Uttar Pradesh, Orissa, Tamil Nadu and Karnataka.

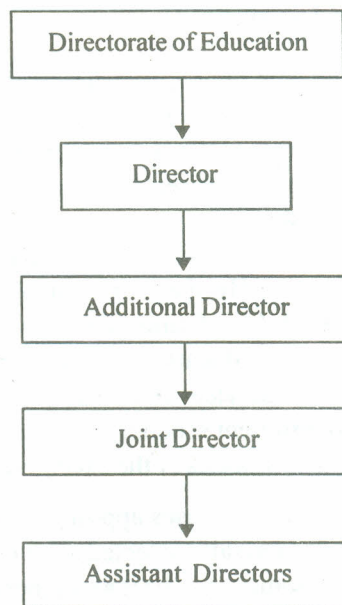


Figure 6.5 : Administrative Set-up of Directorate of Education

The following example shows number of functionaries at the Directorate level in Tamil Nadu:

- Director of School Education;
- Joint Directors for personnel, higher secondary, secondary and matriculate;
- Chief Education Officer at Revenue District Level (29 CEO look after higher secondary);
- 63 District Educational Officers at district level for high schools.

The Director of School Education has the power to mobilize funds for the development of secondary or higher secondary education. Sometimes, he /she organizes conferences at district level and encourages community, industry and wealthy persons to contribute in cash or kind for the development of school education.

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## 6.5 STRUCTURE OF EDUCATION AT DIRECTORATE LEVEL

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For organizing educational programmes, there are four types of set-up at the directorate level in India:

- Directorate of School Education (classes I-XII): 15 states.
- Directorate of School Education (classes VI-XII): 3 states.
- Directorate of Secondary Education (IX-XII): 11 states.
- Unified Directorate of School and Higher Education: 6 UTs.

Let's look into an example of hierarchical set up of the education department of Jammu in the state of J&K.

The Minister of Education is representative of the Government. All key decisions are taken with his/her consent. All the policies of the Department are framed and implemented with his/her approval. Minister of State for Education assists Cabinet Minister for Education.

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## 6.6 GOVERNMENT SCHOOL EDUCATION DEPARTMENT

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The Commissioner Secretary to the Government's School Education Department is the Head of the Department. All the policies of the Department are framed and were implemented with the approval of the Education Minister. All the major decisions are taken by him and got implemented through the subordinate functionaries.

### Director of School Education

The Director of School Education is the head of the Directorate at the state level. All the Chief Education Officers of the Division and other functionaries of the Education Department the divisional level directly fall under him/her. He/she is assisted by the following officers:

- Joint Director, School Education
- Joint Director, Elementary Education
- Joint Director, Trainings
- Personnel Officer
- Deputy Director, Planning and Statistics
- Accounts Officer

The office is divided into different sections under the Section heads of each section to look after the day-to-day work of the office.

The sections are as under:

- Gazetted Section
- Non-Gazetted Section
- General Section
- Planning Section
- Private Schools Section
- Account Section
- Computer Section
- SSA Section
- Migrant Section
- Legal Section
- R.E.T. Section
- Receipt and Dispatch Section

The functions of the assisting officers are as under:

### Joint Director, School Education

The Joint Director School Education exercises the powers of inspections of Schools at Secondary level. He/she also assists the Director for the improvement of Academic standard of the institutions by way of providing adequate staff and guidance to the field staff from time to time.

### Joint Director, Elementary Education

The Joint Director, Elementary Education enjoys the powers of inspections at Elementary Level. He/she is also responsible to check and raise the standard of education at elementary level. He also assists the Director in respect of Administrative matters at elementary level.

### Joint Director Training

The Joint Director, Training holds the post of Principal State Institute of Education, Jammu. He/she deals with all types of Training of the Department and holds all type of Administrative control of the State Institute of Education and District Institute of Education and Training of the Division.

### Personnel Officer

The Personnel Officer assists the Director School Education of all types of personal matters of the Directorate besides all administrative matters of the Directorate.

### Deputy Director (P&S)

The Deputy Director (P&S) is responsible for all types of funds relating to Plan Sector. He/she prepares all types of plan.

*Source:* Department of Education: Jammu

From the above discussion, it is noticeable that in the Department of Education, there are two levels of administration. *The Secretariat and Directorate; and they together compose the Department of Education.* As mention earlier that the Education Department function in three ways: *regulatory, operational* and *directive*. Under regulatory function, primarily the department is involved in development of standards, rules and regulations; examination and inspection; and investigation of those cases where the compliance of the rules is to be examined. Under operational functions of the department of education operates a number of schools and colleges. In addition, it also looks after nationalization of textbooks and organisation and conduct of examinations. The directive function of the department are operated in the form of giving direction for efficient functioning.

#### Check Your Progress

**Note :** a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

5. By whom the Director of School Education is assisted?.

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6. Mention two main functions of the Joint Director of School Education .

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## 6.7 CONSTRAINTS IN FUNCTIONING OF THE EDUCATION DEPARTMENT

The Kothari Commission(1964-66) had defined the role of the Education Secretaries

Himachal Pradesh	Directorate of Adult Education
J&K	Directorate of School Education
Jharkhand	Directorate of Primary Education
Karnataka	Commissionerate of Mass Education
Kerala	State Literacy Mission Authority
Lakshdweep	District Panchayat
Madhya Pradesh	Rajay Shiksha Kendra
Maharashtra	Directorate of Adult Education
Manipur	State Literacy Mission Authority
Meghalaya	Elementary & Mass Education
Mizoram	Directorate of School Education
Nagaland	Directorate of School Education
Orissa	Directorate of Mass Education
Punjab	Directorate of Public Instruction
Rajasthan	Directorate of Literacy & Continuing Education
Tamil Nadu	Non-Formal/Adult Education
Tripura	Directorate of Social welfare
Uttar Pradesh	Directorate of Literacy & Alternative Education
Uttarakhand	State Literacy Mission Authority
West Bengal	Directorate of Mass Education Extension
Chandigarh	Directorate of Adult Education
Dadra & Nagar Haveli	Directorate of Education
Puducherry	Directorate of School Education
Daman & Diu	Directorate of Education
Delhi	Directorate of Education
A & N Islands	Directorate of Education

In addition to the Mass and Adult Education Directorates, all the states have Board of School Education. In some of the states, there are two or more Boards of School Education. West Bengal has five Boards of Education. At present almost all the states on the pattern of Central Advisory Board of Education at the national level, have set up State Advisory Boards of Education for advising the government in all matters pertaining to education or help in implementation of educational programmes. In addition, all the states have State Council of Educational Research and Training (SCERT) on the pattern of National Council of Educational Research and Training (NCERT). State Council of Higher Education (SCHE) has been set-up by many universities to review performance, determine financial requirements and plan innovations and inter-coordination. The basic aim of setting up of SCHE is to strengthen the planning and coordination of college and university education.

As state governments are responsible for higher education as well as other levels of education, there are several supporting organisations in the states to carry out different functions. They are as follows:

- Directorates of Teacher Education
- Directorates of languages, sports and youths
- Directorates of Adult and Non-formal education.

- Directorate of Vocational education.
- SCERTs, SIEs, IASEs, CTEs, for school education as a whole.
- Autonomous teacher training institutions and university departments of education.
- Academic institutions including like teacher training institutions, SIEMATs; and
- Boards of School Education.

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## 6.9 IMPLEMENTATION OF POLICY AT DIFFERENT LEVELS OF EDUCATION

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In what follows is a discussion on the implementation of educational policies at elementary, adults, secondary, and higher education levels.

### 6.9.1 Elementary Education

It is the constitutional responsibility of the state government to provide universal elementary education. The effective programme of elementary education ensures the progress of the educational system as a whole. Primary education is a base on which rest all the educational developments in the country.

Some of the major programmes/projects within elementary education sector are District primary Education Programme (DPEP), Bihar Education Project, Uttar Pradesh Basic Education Project (UPBEP). For promoting education of girls and women empowerment, Mahila Samakhya is the major programme being implemented in the states of Uttar Pradesh, Bihar and Madhya Pradesh. Lok Jumbish in Rajasthan is another major programme that aims to promote primary education in the state with focus on girls. All these programmes and projects are foreign funded and in some cases are centrally sponsored in the states. These have however, helped in promoting primary education in the states.

Besides, there are several Centrally Sponsored Schemes that are implemented in the states to promote primary education. The Operational Blackboard Scheme aims at providing minimum infrastructure to primary schools with a view to improving the teaching-learning process. It is implemented by all the states. Similarly non-formal education scheme is earlier implemented in the backward states, but is now also extended to the backward districts of the advance states as well.

### 6.9.2 Adult Education

In case of adult education, the focus of the programme is on literacy and post literacy. National Literacy Mission and establishment of Jan Sikshan Nilayams are two major schemes directed to promote adult education in the country.

### 6.9.3 Secondary Education

The state government is responsible for the secondary education. The department exercises its control by the following way:

- Opens the government schools, and administer them;
- Set rules and regulations to manage education at different levels;
- Provides finances to government and gives grant-in-aids to the private aided schools;
- Prescribes the courses of studies up to elementary education;
- The state board of school education, which is a statutory Board, conducts examination for secondary and senior secondary classes. The Board grants recognition to the schools in the state, and formulates courses of studies and prescribes textbooks.

- Recruitment, promotion of teachers, transfer is regulated by the directorate;
- Norms of inspection and supervision and guidelines are laid down;
- Setting-up of educational tribunal;
- Provides professional support systems like SCERT, Institute of Advanced Study in Education (IASEs), Colleges of Teacher Education (CTEs), etc.

Many schemes have been implemented at the secondary education sector by the education departments. These are: vocationalization of education, consolidation of facilities, strengthening of science teaching, etc. In addition in respect of teacher education, teacher training institutions have been strengthened by establishment of SCERTs/IASEs/CTEs and many in-service teachers training programmes/projects are being started by all the states.

To support the entire school education many innovative schemes have been started by state government with the help of central government. Table 6.7 gives the state-wise list of innovative schemes being implemented by the states.

Table 6.7: State-wise Innovative Schemes

State/Union Territory	State-wise Innovative Schemes
Bihar	Mahila Samakhya Programme to activate women; Charwaha Vidyalaya for small hamlets; Samridhi Yojana for inculcating habit of saving among women; setting up of <i>Jagjagi</i> Centres and Mahila Samoohs, Tribal Research Institutes, Sarva Shiksha Abhiyan, EGS Centres
Gujarat	Vidya Sahayak Yojana (stipend to teachers); scholarships, coaching classes and book banks for students from weaker sections, Tribal Research Institutes, Nutritional Support to Primary Education, Sarva Shiksha Abhiyan, EGS Centres
Goa	Nutritional Support to Primary Education
Haryana	Incentive schemes for promoting education of girls, scheduled castes and Backward Class, EGS Centres
Himachal Pradesh	Nutritional Support to Primary Education (6 kg. of uncooked rice in a month), Sarva Shiksha Abhiyan, EGS Centres, Kasturba Girls Balika Vidhalaya, IT education at elementary level
Karnataka	Vidya Vikas Programme to improve enrolment and attendance; Akshya Programme for ensuring attendance, Sarva Shiksha Abhiyan, EGS Centres
Kerala	Development of School Libraries, and Total Literacy Programme through Campaign Approach, Tribal Research Institutes, Nutritional Support to Primary Education, Sarva Shiksha Abhiyan
Madhya Pradesh	Incentive to girls and weaker sections; establishment of Adarsh Vidyalayas, Tribal Research Institutes, Nutritional Support to Primary Education, Sarva Shiksha Abhiyan, EGS Centres, Para Teachers
Meghalaya	SSA, Kasturba Girls Balika Vidhyala, Establishment of DIETs, EGS Centres
Maharashtra	Savitribai Phule Dattak Palak Yojana; Ahilabai Holker Mulina Mofat Pravas; Saikshnik Utshav; School Feeding Programme, Tribal Research Institutes, Nutritional Support to Primary Education, Sarva Shiksha Abhiyan, EGS Centres
Mizoram	Each One Teach One; State Adult Education Programme, Nutritional Support to Primary Education, Sarva Shiksha Abhiyan, EGS Centres
Nagaland	Nutritional Support to Primary Education, Sarva Shiksha Abhiyan
Orissa	Gyan Jyoti Movement, 1991-92, Bridge Courses for Tribal children;



	School Computer Programme Everywhere (SCOPE), Tribal Research Institutes, Nutritional Support to Primary Education, EGS Centres
Punjab	Sarva Shiksha Abhiyan, Border Area Development Programme
Rajasthan	Siksha Karmi Project; Lok Jumbish; Chhabra Project for the disable; Prehare Pathshalas for non-Formal education, Sarva Shiksha Abhiyan, EGS Centres
Tamil Nadu	Chief Minister's Nutritious Meals Scheme, Tribal Research Institutes, Nutritional Support to Primary Education, Sarva Shiksha Abhiyan
Tripura	Nutritional Support to Primary Education, Sarva Shiksha Abhiyan
Uttar Pradesh	Sanskrit Pathshalas and Urdu Madarsas being promoted, Sarva Shiksha Abhiyan
West Bengal	Mid-day Meals scheme; Sishu Sikshan Kendras; Sahayika (para-teacher); 'Anand Path' (joyful teaching-learning); State Open School; Welfare Homes for destitute girls; Integrated Education for Disabled Children (IEDC) under the provisions of the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995. Computer Literacy Training Programme, Tribal Research Institutes, Sarva Shiksha Abhiyan
A & N Island	Ashram Schools for tribal children, Sarva Shiksha Abhiyan
Delhi	DIETs, Nutritional Support to Primary Education, Sarva Shiksha Abhiyan, Scholarships to weaker students
Chandigarh	Incentive to girls and weaker sections; Nutritional Support to Primary Education, Sarva Shiksha Abhiyan
Daman and Diu	Nutritional Support to Primary Education, Incentive to girls and weaker sections; Sarva Shiksha Abhiyan
Puduchery	Incentive to girls and weaker sections; Nutritional Support to Primary Education, Sarva Shiksha Abhiyan

Source: National and State Government of India documents and Survey Reports of Different States and UTs: NIEPA.

### 6.9.4 Administration of Higher Education

The management of higher education is under the preview of state government. However, exception regarding maintenance of standards and technical and vocational education are of far reaching consequences and hence the central participation is very much existent in the field of education. In majority of the states, separate secretariat and directorate manage higher education.

#### University Education

All the states have state universities. They are constituted by the acts of the State's Legislature. These acts govern their functioning. However, these universities are not governed by state departments. These are autonomous bodies. The state government provides grant-in-aid to the universities.

#### Collegiate Education

At present there are three types of colleges in the states government, aided and privately managed self financed colleges. The government colleges are administered by Directorate of Education, the and aided and self financed colleges are run by private managements. In many states like Punjab, Haryana, Madhya Pradesh etc. there is a special officer of the rank of director who is responsible for collegiate education.

### Technical Education and Other Professional Education

These are managed by different ministries. At the state level, various departments are involved in programmes of technical training at school level. In many states there is Directorate of Technical Education. Its main aim is to coordinate the programmes, and ensures continuing contact with manpower and planning mechanism and with the district level machinery. In addition, in almost all the states there is a Directorate of medical and health services, which looks after organisation of medical education in the state.

#### Check Your Progress

Note: a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

7. Mention the name of the supporting organisation in education at state level.

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8. Write the name of the statutory Board of examination for secondary and senior secondary levels in your state.

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### 6.10 LET US SUM UP

We discussed in this unit the historical background of the education departments at the state level and then moved to describing the functions and organisation of educational administration, and management of education. The implementation of policies of the government and its various programmes are also discussed.

For managing education, the role of educational administrators at the state level is very important. For the success of the educational programmes it is very essential that there should be proper coordination between the minister, secretary, director and other officers. Too much centralization in the directorates has very often been responsible for the slow progress of policy implementation. The state should assign full responsibilities to the block education officers to plan, execute and evaluate all the development at the block level within the overall framework of educational policy of state and to the district education officer for the district and so on. They should be given full freedom for their day-to-day work. Also, they should be made responsible for slow progress or neglect in the area under their jurisdiction.

### 6.11 UNIT END ACTIVITIES

1. "Directorates of education are eyes, ears and feet of the state government" - do you agree? Give your comments.
2. Reflect on 'For the success of educational policies educational administration in the states needs revolutionary changes' and write your comments.

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## 6.13 ANSWERS TO CHECK YOUR PROGRESS

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1. The Department of education in 1923 was merged with Department of Education Health and Land.
2. The name of department of education of Tripura is Directorate of Education. It was established in 1951.
3. The functions of department of education is -Regulatory, Operational and Directive.
4. The education secretary accountable for policy formulation, planning, programming, budgeting of education, coordinating among different directorate. Simultaneously the secretary enjoys the full financial powers also such as sanctioning of various schemes or projects.
5. The Director of school assisted by the following officers-
  - a. Joint Director School Education
  - b. Joint Director Eelementary Education
  - c. Joint Director Training
  - d. Personnel officer
  - e. Deputy Director planning and statistics
  - f. Accounts officers
6. There are several functions have done by the Joint Director of school education. Among them a few functions can be mentioned here:
  - (i) Inspection of schools at secondary level
  - (ii) Assists the Director for the improving of academic standard of the institutions
  - (iii) Guidance to the field staffs from time to time.

7. They are as follows:
- Directorates of Teacher Education
  - Directorates of languages, sports and youths
  - Directorates of Adult and Non-formal education.
  - Directorate of Vocational education.
  - SCERTs, SIEs, IASEs, CTEs, for school education as a whole.
  - Autonomous teacher training institutions and university departments of education.
  - Academic institutions including like teacher training institutions, SIEMATs;
  - Boards of School Education.
8. State Board(s) of School Education in your state/UT.



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## UNIT 7 CENTRE-STATE RELATIONS

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### Structure

- 7.1 Introduction
- 7.2 Objectives
- 7.3 Historical Perspectives
  - 7.3.1 The Crown and the Provincial Relations
  - 7.3.2 The Federal Structure and Devolution of Resources
- 7.4 Education and the Constitution of India
- 7.5 Education and Finance: Centre and the States
- 7.6 Role of the Central Government in the Financing of Education
- 7.7 Role of State Governments in Financing Educational Plans
- 7.8 Role of the Centre and States in Education
  - 7.8.1 Planning
  - 7.8.2 Educational Reforms
  - 7.8.3 Organisation
  - 7.8.4 Direction
  - 7.8.5 Control
  - 7.8.6 Equalisation of Educational Opportunities
  - 7.8.7 Pilot Projects
  - 7.8.8 Administration of education in the Union Territory and centrally administered areas
  - 7.8.9 Cleaning House Functions.
  - 7.8.10 Liaison with UNESCO
  - 7.8.11 Promotion of Cultural Institutes.
  - 7.8.12 Opening Central Institutes
- 7.9 Important organizations in the field of education at the Central Level
  - 7.9.1 Central Advisory Board of Education (CABE)
  - 7.9.2 University Grants Commission (UGC)
  - 7.9.3 National Council for Educational Research and Training (NCERT)
  - 7.9.4 National Council for Teacher Education (NCTE)
  - 7.9.5 Kendriya Vidyalaya Sangathan (KVS)
  - 7.9.6 Novodaya Vidyalayas Samiti (NVS)
- 7.10 Let Us Sum Up
- 7.11 Unit End Activities
- 7.12 References
- 7.13 Answers to Check Yours Progress

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### 7.1 INTRODUCTION

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The centre-state relation means the working and sharing of roles and responsibilities in pertaining to any activity between centre and its unit with a federal system. It is of great importance in a country like India constrained by regionalism, religion, uneven development, demand for autonomy, identify politics, competing political interests,

caste and race. The centre-state relations in the country have always contained the seeds of conflict and this partly follows from the arrangement made in the Indian constitution.

In the field of education, which is one of the major welfare activities, the common obligation has called for a joint endeavour in policy making and policy implementation. This has given rise to a complex pattern of relationships between the centre and its federal units i.e. the states. In this unit, we shall address these aspects including their respective roles.

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## 7.2 OBJECTIVES

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After going through this unit you should be able to:

- describe the relationship between centre and states
- explain the constitutional provisions regarding the division of functions and resources and other financial powers between the Centre and the States;
- appreciate the need for and role of Centre-State relationship in education;
- analyse the various issues concerning centre-state relationship in education.

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## 7.3 HISTORICAL PERSPECTIVES

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The problem of understanding and defining the proper relationship between the centre and the states in India is much older than the country's independence. It figured prominently in the Government of India Act of 1935 and was debated even earlier. Some of the features of the present mechanism can be traced to the pre-independence period. The centre-state relationship in education presents a varied picture. The period covering the last two centuries can be divided into two main phases- the pre-independence period and the post independence period. Centre-state relations during these periods were different. In the earlier stages of modern pre-independence period, i.e. at the beginning of the 19<sup>th</sup> century, there was neither a proper 'centre' nor a proper 'state' corresponding to the centre. Later on during the British rule, there was neither any 'national policy on education', nor was there a 'national system of education'. Hence, studying centre-state relations during that period did not have any perspective. In the following subsections, efforts undertaken by the colonial rule regarding the financial relationships with the provincial governments in India have been described, followed by discussion on the developments in the post independence period.

### 7.3.1 The Crown and the Provincial Relations

The process of concentration of powers either in the hands of the crown or the representatives of the crown in India under the British rule is called "centralization"; and when the crown, representative of the crown or even native rulers at the central government level, did not take interest in education, the term used was "decentralization".

The pre-independence period can be divided into several phases. During the period beginning with the Regulatory Act of 1773-1833, the East India Company grew in strength and tended to accumulate more and more powers of administration. But the period before 1833 was characterized by total absence of central control as the Court of Directors of Education in London played a little role in the development of Indian Education, and the directors of the East India Company were unwilling to take responsibility for the education of the natives. The provincial governments were autonomous in making their own educational policies and programmes. Even though the directors were compelled to accept some responsibility and incur some expenditure, machinery for central direction was created for this purpose. The general committees

of public instruction that existed in the provinces did not have any counterpart at the imperial center in Calcutta.

The Charter Act of 1833, which transformed the commercial East India Company into a governing corporation, initiated the placement of educational powers into the hands of the crown. The central government was granted full control of Indian finances. The act led to centralisation of administration in all spheres, including education, in such a way that the directors of public instruction needed the sanction of the imperial government at Calcutta for every expenditure on education. Centralisation continued rigidly until 1854 and with some flexibility until 1870. The Wood's Dispatch (1854) paved the way for relaxation of rigid imperial control over education. An important feature of Wood's Dispatch was that "the centre of interest in education now shifted from London to Calcutta". This situation continued despite the complete takeover of the Indian administration by the British Crown under the Government of India Act of 1858.

A long phase of decentralisation of powers in education, initiated by Mayo, began in 1870. The British authorities had become aware of "the extraordinary and inherent difficulties in devising a system applicable to the whole of India" the Act of 1861 provided that, except in matters of all-Indian concern, provincial governments should have the responsibility to legislate it in accordance with local needs. Centralising power was thus put in reverse gear. There was, however, no clear demarcation of powers between the centre and the provinces.

While this centralisation was confined to executive and legislative powers, and coordination policy, a few departments, including education, health, police, prison and so on, were handed over to the provinces. The centre also given the responsibility for increase provincial taxation under central supervision. In 1882, sharing of revenue and using what was called 'divided heads' was attempted in place of assignments, and the scope of these divided heads was expanded in 1897. The Indian Education Service was created in 1897 to facilitate central recruitment of personnel in England, who were more responsible to the imperial government and had no serious adverse effects on the powers of the provinces.

In 1898, Lord Curzon came to India as viceroy and he established the overcentralisation policy in education even though for a brief period during his tenure. This policies were neither pursued vigorously nor abandoned altogether after his exit. However, the Montague-Chelmsford reforms which later became the constitutional Reforms Act 1919, clearly broke the legacy of Curzon. While all earlier devolutions of resources were from one level of executive to another, the Act of 1919 brought about the statutory distribution of powers and responsibility between the centre and the provinces. The provincial governments began to exercise dominant authority over education. As there were stable financial relations between central and provincial governments, "education had the good fortune to receive much larger finances than it did in the earlier period". The grants-in-aid system which still exists today, is in a sense a legacy of that period. The central government made generous grants to education which were unknown in the history of Indian education either before or after.

The Government of India Act of 1919 introduced diarchy in the provinces, placing education under the Indian ministers; with this Act, centre-state relations began to clarify. Before 1919, the layers for decision making in education were varied, resulting in unclear centre-state relations. The crown in England represented one level of central authority; the representative, i.e. the Viceroy in India, represented level another when education was transferred to the Indian ministers; the Ministers in Delhi represented yet another level. At the provincial level, Indian officials and the representatives of the Viceroy in the provinces represented two additional layers of authority. Hence the financial relationships in education between the "centre" and "states" started taking definite structure and more meaningful only from 1919 onwards, when education was handed over to the Indian rulers under diarchy.

Further, no attempts were made to demarcate the spheres of jurisdiction of central and provincial governments as in a true federation. As one scholar notes, "The Government of India Act of 1919 obviously laid the foundation for Constitutional development in the country resulting eventually in the federal form of government."

Under diarchy, education was not only "provincial" but also a "transferred" subject, and constitutionally the center was not to exercise any control over transferred subjects. The finances of the provinces were crippled by contributions payable to the central government under what was called the "joint purse" system. Education received less financial support from the center and from the provincial governments as well. By 1921, education became totally a state responsibility. The control of the federal government on education was reduced to such an extent that it led the Hartog Committee to comment that education received an "unfortunate divorce" from the Government of India. Similarly the Government of India's continued lack of interest in educational matters resulted into almost no expenditure in that arena. Further special grants to education were also discontinued. The finance departments acted as "spies" on transferred subjects like education, either vetoing or rejecting proposals made by the ministers. Thus, the education sector suffered a lot during under diarchy period.

As the education sector suffered inadequate funding, the need for central intervention became evident. The Central Advisory Board of Education (CABE) was revived in 1935 but did not improve the situation significantly. With the Government of India Act of 1935, the distinction between "reserved" and "transferred" subjects disappeared. Education was classified into two categories-federal and provincial. This scheme of provincial autonomy envisaged a large measure of fiscal independence from the center and was, no doubt, an improvement over diarchy. However, the special powers enjoyed by the governor-general or the governor greatly curtailed the freedom of the provinces in financial matters, and legislative financial control was also crippled. The negative role of the finance departments was not conducive to popular administration. Decentralisation, initiated in 1919 and widened in 1935, was not accompanied by adequate delegation of financial powers.

The Act of 1935 marks the beginning of the efforts of the central government to take an interest in education and concrete provisions appeared in the Constitution of independent India in 1950. The Government of India Act, 1935, divided the responsibilities of education more clearly between the center and the states. While the act of 1919 made education a subject that was "*partly all India, partly reserved, partly transferred with limitations, and partly transferred without limitations,*" the act of 1935 improved this anomalous position "considerably" by making a few areas of the education sector federal subjects and retaining major areas of education as state subjects. The Constitution of India made a clearer classification, retaining, however, the basic features of the federal structure introduced in 1935. It also included elaborate provisions for devolution of financial powers to the states.

With the adoption of the constitution the place accorded to education in the federal framework drastically changed. As far as center-state relationships are concerned, the constitution made three lists: (1) union functions, (2) state functions, and (3) concurrent functions. Education was placed in List 2, except for a few minor segments that were placed in List 1. Institutions placed under union functions are :

- Central universities,
- Institutions of national importance
- Union agencies, institutions for professional, vocational and technical training,
- Coordination and determination of standards in institutions for higher education.

Thus institutions placed under concurrent functions include the following:

- vocational and technical training of labor, work force.



Though education was explicitly listed as a state subject, the constitution delegated more educational responsibilities to the central government. Clearly a significant part of higher education, for example, was largely the responsibility of the center.

As V.K.R.V. Rao stated (Tilak; 1989), from the constitution “*the Government of India obtained a larger authority over education than under the Government of India Acts of 1919 or 1935.*”

The increased role for the centre in education has been justified on a variety of grounds. Rao mentioned three factors:

- the adoption of planning as the technique of development and the formulation of five year plans by the planning commission, covering both central and state development activities;
- the institution of large central grants earmarked for specific education schemes; and
- the political party being in power at the center and in the states.

The role of the center has been further justified on the ground that there are regional imbalances in educational development, and the states themselves, constrained by their own inadequate financial resources, cannot reduce the disparities. Hence the role of the center to check imbalances becomes unavoidable. Similarly, to maintain uniformity, high standards and quality in education, and for national integration, the central government must extend its jurisdiction to education. The center is also encouraged to act as a clearing house and coordinating agency in every sector of education, and it can develop programmes of significant and fundamental research. Central intervention is further justified on the ground that the constitution makes provision for educational facilities as a right to all, particularly elementary education, and a protection of the educational interests of weaker sections. They are a part of the directive principles of the constitution. Hence, financial responsibilities should also be distributed consistently with the physical responsibilities assigned to the two levels of the governments under the constitution. As shown later, however, these principles are not actually practiced.

The center intervenes in education in three ways. They have been listed below.

- i) The central government has its own central sector for education, which includes besides the sectors listed in Union List (List I), the central schools, the Navodaya Vidyalayas, the regional institutes of education, national scholarships, and the programmes of the University Grants Commission (UGC), such as the creation of centers for advanced study, and so on. Administrative as well as financial functions of this sector are the responsibility of the center. These activities are planned, implemented, and financed exclusively by the center.
- ii) There is the centrally sponsored sector, the responsibility of which the states do not accept on their own. The center could, however, persuade the state governments to accept the responsibility of their implementation. This sector is part of the central plan for which the states act as executive agencies. The activities in this sector, designed and developed by the center, include the scheme of *Sarva Shiksha Abhiyan (SSA)*, intervention, operation black board scheme, mid-day-meals project, promotion of Sanskrit, Hindi in non-Hindi-speaking states, promotion of students' tours, and so on. The central government provides the funding for these activities.
- iii) There is the centrally assisted sector, which includes programs in which the center is actively interested though they are embodied in state plans. The states accept the financial responsibility for this sector only partially. Inclusion of children with disabilities in schools is one such activity. The financial contribution of the center to such activities is 25-100 percent of the total cost.

While the Constitution has placed a significant part of education under the control of the central government, substantial amounts of financial resources from the center flow into the school education sector that are under the exclusive jurisdiction of the states, resulting in erosion of the autonomy of the states. Although education has been a state subject de jure, it has been de facto a concurrent subject. However, there has been no real financial concurrency. The constitutional amendment made in 1976, which brought education to the concurrent list, can be understood as nothing more than legalisation of what has been in existence since 1935. Singh states, *“What was felt vaguely and realised indirectly has now been verbalised and put in black and white. While it is too early to comment on the full implication of this amendment, the experience of the last few years does not promise improvement with respect to financial concurrency in education.”*

Education receives a miniscule proportion of the central budget, but about one-fifth of the states' budgets are allocated for education. More important, the share of education in the central budget declined consistently from 2.3 percent in 1976-77, when the constitutional amendment was made, to 1.5 percent in 1985-86. One may feel that, since the total central budget is large, the percentage allocated for education may be small, but its absolute level would be high. But that is also not true. The following sub section examines in more detail the process of flow of finances from the center to the states for education as envisaged by the constitution vis-a-vis the actual pattern of flow during the post-independence period.

### 7.3.2 The Federal Structure and Devolution of Resources

In a good federal economy, both the federal government and the provincial units have adequate resources. This has not been the case in India, as the states have very few elastic revenue sources except for the sales tax and excise duties. Hence, the constitution envisaged devolution of resources to the states from the center. The system in India makes a sharp distinction between plan (development) and non-plan (maintenance) expenditure. The process of sharing the resources by the center and states takes place through the planning commission, a permanent non-statutory and quasi-judiciary body, and the finance commission, a statutory body appointed once every five years. The former takes care of the plan expenditure and the latter, the maintenance expenditure. The planning commission gets its authority of assessment of requirements of the center and the states only by convention, and its recommendations are not strictly binding on the center or the states but are normally complied with in view of its commanding influence on both the governments. The planning commission makes its recommendations largely under article 282 of the constitution, provision for discretionary transfers. On the other hand, the finance commission assesses states' claims on maintenance or non-plan expenditure and makes recommendations on the distribution of resources under article 275 of the constitution. The recommendations, when adopted by the parliament and approved by the president, are binding on the center and the states. In making recommendations, the finance commission is expected to consider such issues as :

- the requirements of the state governments under the revenue account to meet expenditures on administration and non-plan commitment or liabilities,
- provisions for wages and salaries for government employees, and
- commitments on interest charges on debts.

#### Check Your Progress

Note : a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

1. Explain the terms 'centralisation' and 'decentralization' and their use in the colonial rule.



## 7.5 EDUCATION AND FINANCE: CENTRE AND THE STATES

When a state government mutates and executes an educational plan, it also considers the financial involvement in it, because, formulation and execution of state plans are made within the framework of the national plan. In formulating state plans the discipline suggested by the centre is of two types:

- *Financial*, in the sense of conforming to ceilings of state and central resources settled in consultation with the centre.
- *Substantive*, in that broad features like targets, priorities, types of schemes, etc. have been required to fit in with those at the national level.

The grants given by the central government to the states for educational purpose can be divided into two broad categories:

- i) Grants for schemes which by their very nature have to be implemented by the states under central control or supervision. For example Mid-day Meals, Sarva Shiksha Abhiyan, Operational Blackboard, ICDS etc. are the major centrally sponsored schemes implemented with state governments.
- ii) Grants to assist states in carrying out schemes which are fully with in their executive control. Significant programmes are Charwaha Project in Bihar.

The centre provides financial support to the state primary education in the form of matching grants. At present in SSA the backward states are given special grants by the finance commission under the scheme of 'Relief of Educated Unemployment and Expansion of Primary Education'. Under this scheme of 'Education of Girls' assistance was provided to the states. Again such a scheme as non-formal education had been launched under the special assistance from the central government to cover all the children in the age group of 6-14, priority being given to the backward states i.e. Bihar, Chattisgarh, Jharkhand, Madhya Pradesh, etc.

Grants were also provided through the University Grants Commission to the Central Universities on the cent percent basis for their development and maintenance purposes. But in case of state universities grants are provided on matching share basis. The Commission obtains progress report in respect of each scheme from the universities and other institutions. Bulk of its assistance to universities and colleges is being given for improving facilities of library, laboratory, re-constructing of courses, examination reforms, faculty improvement programmes including organisation of seminars, workshops and refresher courses for teachers, travel grants to teachers, programmes of area studies, research fellowships, improvement of undergraduate education, special assistance to the centres of advance study, etc. The UGC has also been operating various foreign aid programmes relating to the supply of specialised equipments, training of Indian scholars abroad and visits by foreign experts.

In the field of education the central assistance is applicable to all the state government institutions and a working partnership between the centre and state's has been established in this field. The backward states claim central assistance due to their peculiar problems on one hand and their inability to manage them effectively on the other. Therefore plead for special central assistance. Similarly the progressive states request for assistance to carryout their additional commitments under non plan activities.

Every state should get its due share of the amount available with the central government and the backward states should be dully promoted by additional grants and other resources from the central government to minimize their gap area. For example in Andaman and Nicobar Islands, an Integrated Education for the Disabled cell attached to secondary education has been functioning under the centrally sponsored scheme of the MHRD. It provides training to Primary School Resource Teachers (PSRT) who deals with disabled children.

## 7.6 ROLE OF THE CENTRAL GOVERNMENT IN THE FINANCING OF EDUCATION

Since independence, the Central Government has started spending increasing amounts of money on education. The contributions of the Central Government to State Governments have increased substantially over the years. Following are the important reasons for this increase by the central government:

- a. Must assist the State in realizing the constitutional provisions for providing compulsory primary education in the age group of 6 to 14 years.
- b. Must assist the backward states for providing better educational opportunities.
- c. Has large resources for collecting finances.
- d. Funds must be utilized for providing equality of educational opportunity.

The Centre also assists the States for educational development in three ways:

- performs educational functions through NCERT, UGC, Central Universities, Central Schools Organisations, etc;
- sponsors schemes fully financed by it but implemented by the States, like SSA, Mid-day meals, ICDS, etc;
- partially finances some programmes planned and implemented by the State Governments, like Mahila Samakhya, etc.

For example in mobilizing funds for Universatization of Primary Education (UEE), two per cent Education Cess has been imposed in the Budget 2004-05, similarly one per cent Educational Cess in Secondary and Higher Education has been introduced in 2007-08 budget sessions.

## 7.7 ROLE OF STATE GOVERNMENTS IN FINANCING EDUCATIONAL PLANS

Education in India is a state responsibility and the bulk of educational expenditure i.e., about 65 per cent, is borne by the states. The Finance Commission transfers adequate resources at the end of each plan to each State under (i) share in income-tax, (ii) share in excise, and (iii) lump-sum grant-in-aid.

The state grants to local bodies on account of primary education depends on some of the points mentioned here:

- a. **Necessity of frequent revisions:** Every state should carefully plan its grants-in-aid schemes after taking all past experiences as well as the needs of the next five years into considerations and thereafter revise it thoroughly at the end of each quinquennium.
- b. **Basis to be adopted:** State grants to local bodies on account of primary education should be based on a combination of the proportional grants, a special grant for backward areas, and specific purpose grants.
- c. **Whether state grants should be statutory or discretionary :** Grants for all primary education, whether voluntary or compulsory, should be statutory.
- d. **Whether grants for compulsory education should be different from those for voluntary education:** Grants-in-aid for compulsory education should necessarily be at a higher rate than those for voluntary education.

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## 7.8 ROLE OF THE CENTRE AND STATES IN EDUCATION

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A perusal of constitutional provisions reveals that the central government is expected to play a significant role in the field of education. Though the Ministry of Human Resource Development, GOI, discharges the major responsibility in the field of education on behalf of the GOI, yet there are other Ministries at the centre which also perform functions in the field of education. Broadly speaking following are the major functions performed by the Ministry of HRD.

### 7.8.1 Planning

Educational Planning is a part and parcel of the total planning of the country. The central government determines targets and prepares the educational plan to be implemented by the country as a whole.

### 7.8.2 Educational Reforms

From time to time the government of India has set up commissions which have gone into the various aspects of education at different levels and have provided valuable recommendations and suggestions. These recommendations have further been considered by the experts and the states requested to implement the recommendation of the expert bodies.

### 7.8.3 Organisation

For carrying out educational plans, the Government of India has setup institution like AICTE and NCERT which provide guidance to the state in the field of technical and school education respectively.

### 7.8.4 Direction

The central government also directs and guides the state governments, local bodies and private enterprises so as to encourage education on right direction. This is being done by the ministry through the Central Advisory Board of Education (CABE).

### 7.8.5 Control

As the state governments require financial help from the centre supporting their educational programmes, they look for grants to the central government. The central government allocates suitable grants to the states, local bodies and private agencies. Thus, it exercises considerable control on education.

### 7.8.6 Equalisation of educational opportunities

Ideally every government is wedded to the establishment of an egalitarian society and therefore the GOI has taken many steps to provide equal educational opportunities to the weaker sections of the society. It has initiated a larger number of programmes in this directions.

### 7.8.7 Pilot projects

The Ministry of HRD, GOI, has undertaken a large number of pilot projects like rural universities, regional institutes, curriculum reforms and text books, etc. By starting these projects the Ministry aims at providing enlightened leadership all over the country.

### 7.8.8 Administration of education in the Union Territory and centrally administered areas

The Centre is directly responsible for education in various union territories and other centrally administered areas.

### 7.8.9 Clearing house function

Ministry of HRD, from time to time brings out useful information on various aspects of education. The Ministry of HRD also publishes some educational journals which have proved to be very helpful in disseminating information in the country.

### 7.8.10 Liaison with international bodies

The Ministry of Education carries out some programmes with international cooperation. The Indian National Commission for cooperation with UNESCO is one of the agency through which these type of programmes are organized.

### 7.8.11 Promotion of cultural institutions

The Ministry of Education also takes suitable steps for the promotion and propagation of cultural contacts in intra and inter country levels.

### 7.8.12 Opening central institutes

The ministry of HRD is directly responsible for the running of a few central universities, national libraries, museums, art galleries, central school, navodaya vidyalayas, bal bhavan and others institutions. The MHRD consists of various divisions and units.

#### Check Your Progress

**Note :** a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

3. Mention any two reasons for increasing allocation by the central government in the financing of education ?

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4. Mention any five functions of the Ministry of HRD , GOI in the field of education.

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## 7.9 IMPORTANT ORGANISATIONS IN THE FIELD OF EDUCATION AT THE CENTRAL LEVEL

**7.9.1 Central Advisory Board of Education (CABE) :** CABE, the most important advisory body of the GOI on education, was first established in 1920, dissolved in 1923 and revived in 1935. The idea of a CABE was first put forward by the Calcutta University Commission (1917-19). Almost simultaneously the Govt. of India Act, 1919 made education a provincial and a transferred subject limiting the control of the central government to the minimum. This changed the character of the government of India from that of an executive to an advisory authority in matters of education. Imperatively a CABE was set up in 1920, but after a very short life was abolished in 1923 for economic reasons. For the next twelve years the absence of an agency to advise the

Government of India on education was keenly felt. Consequently, the present CAGE was revived in 1935. The Union Minister of Education is the Chairman of the Board whose composition includes distinguished educationists from all parts of the country and the representatives of the Government of India, the state governments, the Parliament and the universities. The functions of the board are :

- to advise to any educational question which may be referred to it by the government of India or by any local government and
- to call for information and advise accordingly regarding educational developments of special interest and value to India, to examine this information and circulate it with recommendations to the Government of India and to local governments.

### 7.9.2 University Grants Commission

The UGC has its roots in the University Grants Committee, which was constituted in the year 1945 on the recommendation of the Sargeant Report, to monitor the work of three Central Universities of the country— Aligarh, Benaras, and Delhi. However, after two years, the committee was given the charge of all the existing universities in the country.

In 1948, the University Education Commission was set up under the chairmanship of Dr. S Radhakrishnan. He recommended the reconstitution of University Grants Committee on the general model of the University Grants Commission of the United Kingdom with a full-time Chairman and other members to be appointed from amongst the educationists of repute. Thereafter the University Grants Commission was formally inaugurated by Maulana Abul Kalam Azad, the then Minister of Education, Natural Resources and Scientific Research, on 28 December 1953.

However the UGC got the status of the statutory body of the Indian Government through an act of Parliament in November 1956. The UGC since then has been co-ordinating, determining and maintaining standards of university education and teaching in the country.

**Activities and programmes** to realize its aim of determining and maintaining the educational standards of the university education, the activities and programmes of University Grants Commission are as follows :

- Allocates grants to the universities and colleges out of its own funds for their development or other general purpose.
- Advises the central and state governments on disbursing grants to the universities out of the Consolidated Fund of India.
- Advises any authority on the establishment of new university or on the proposal seeking expansion of any university.
- Collects information on university education in India and in other countries.
- Seeks information from the universities from time to time. The information may range from the financial position of the university, their various branches of learning to the rules and regulations followed in a particular university.
- Imparts education to the students in various streams through its Country wide classroom teachings and its old 24 hours educational channel 'Vyas'.
- Conducts National Eligibility Test (NET) through its National Educational Testing Bureau in a bid to determine eligibility for lectureship. It also awards Junior Research Fellowship (JRF), which has been set up as the minimum standards for Indian nationals to enter teaching profession and research. Humanities (including languages), Forensic Science, Computer Science, Social Sciences, Environmental Sciences, and Applications and Electronic Science are the subjects in which a student can appear for a JRF.



**7.9.3 National Council of Educational Research and Teaching (NCERT)** serves as an academic wing of the Ministry of HRD in school education. In Particular, it undertakes independently or in collaboration with other organisations, research in the field of school education, develops new training programmes and prepares instructional materials required by teachers and students.

The Council has established the National Institute of Education (NIE) to carry out its objectives and serves as the chief institutional agency for developing research, advanced training and extension services. It has established five constituents colleges of education, named as Regional Institute of Education and a Central Institute of Vocational Education known as Padit Sunderlal Sharma Cultural Institute of Vocational Education (PSSCIVE) in different parts of the country.

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

A National Council for Teachers' Education has been functioning in the Council since May 1973 with a view to improving quality of teacher education in the country. The NCTE advises the Central Government and the State Governments on all matters concerning teacher education including the steps to be taken to ensure adequate standards in teacher education. All State Governments represented on this Council, besides the UGC, AICTE, CABE, Planning Commission and the NCERT. Twelve members are nominated who are experts in different fields of teacher education. This Council recommended the setting up of State Boards of Teacher Education in response to which States/Union Territories have set them up. The Council has also prepared the Teacher Education Curriculum-Framework as a policy document for revising curriculum for teacher education at all levels. On the basis of this document the State Governments are bringing about necessary changes in the existing teacher education curriculum.

#### **7.9.5 Kendriya Vidyalaya Sangathan (KVS)**

The scheme of Central Schools was approved by the Government of India in November 1962 with the idea of encouraging the growth of Secondary Schools having a common syllabus and medium of instruction and for providing uniform educational facilities throughout the country for the children of transferable Central Government Employees including Defence personnel. Thus as a first step towards implementing this scheme, 20 Regional schools were taken over and redesignated as 'Central School' or 'Kendriya Vidyalayas' during the academic year 1963-64.

#### **7.9.6 Navodaya Vidyalaya Samiti (NVS)**

*The National Policy on Education, 1986* envisaged setting up of model school, one in each district of the Country. Accordingly, a scheme was formulated under which it was decided to set-up co-educational residential schools (now called Jawahar Navodaya Vidyalayas).

The Navodaya Vidyalayas <<http://india.gov.in/outerwin.php?id=http://www.navodaya.nic.in/>> are fully residential co-educational institutions providing education up to senior secondary stage. The scheme, which started with only two schools on experimental basis in 1985-86, has grown to 565 schools (as on 31 March 2007) covering as many districts in 34 States/UTs, with over 1.93 lakh students on rolls as on 31 March 2007. More than 30,000 new students are admitted every year.

The Vidyalayas envisaged a new style of growth with identification and development of talented, bright and gifted children predominantly from rural areas who may otherwise be denied good educational opportunities. Efforts are made to ensure that at least 33 per cent of the students enrolled are girls.

Migration is a unique feature of Navodaya Vidyalayas scheme whereby 30 per cent of students of Class IX from a Vidyalaya located in Hindi speaking area spend one academic year in a vidyalaya located in Non-Hindi speaking area and vice-versa to promote national integration through understanding of the diversity and plurality of country's people, their language and culture.

**Check Your Progress**

**Note :** a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit.

5. Name some important organizations in the field of education at the central level.

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6. Describe the role of UGC in respect of financing of higher education.

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**7.10 LET US SUM UP**

Since India's independence much of the responsibility for educating the population has shifted from the Indian states to the central federal government. While education remains constitutionally identified as a state matter, and while the federal/ central government controls most of higher education as well as vocational, professional, and technical training, it also provides significant support to the states. This support is funneled through two commissions: the Finance Commission, which distributes resources guaranteed by statutes and aimed primarily at programme maintenance, and the Planning Commission, which distributes discretionary funds directed towards development. On the other way the Planning Commission is normally concerned with plan allocations, and the Finance Commission with the non-plan expenditures only. Non-plan expenditure on education increases over the years, and presently forms more than 80 percent of the total (plan plus non-plan) expenditure on education, and hence the role of the Finance Commission becomes increasingly important. The centre-state shares in financing education (and other sectors) depend upon their respective fiscal capacities. The level of spending on education in a state depends upon the amount of resources transferred from the centre to the states, besides upon own budgetary resources. The Finance Commission has to recommend the allocation of resources to the states based on requirements of the states, as forecasted by the states themselves for already existing educational institutions. The states submit to the Finance Commission their requirements on the non-plan account for a five year period, keeping in view their own budgetary positions and the requirements of various sectors, including education sector. The Finance Commission receives these detailed estimates from the states, in general "distrusts the state estimates which are based on solid experiences", scrutinizes

them, and 'provides their own estimates based on unspecified criteria differentially applied to different states'. It has been found that the Finance Commission has an important but restricted role to play in improving the mechanism of allocation of resources to the state. This does not mean that Finance Commission cannot consider equity, even though non-plan expenditure on educationally advanced states should be higher. Strengthening of the existing infrastructure and other facilities, better maintenance of the existing schools, and colleges and other educational institutions, which are treated as non-plan activities, also contribute significantly to improvement in the educational levels of the states.

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## 7.11 UNIT END ACTIVITIES

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1. Select any two schemes, one centrally sponsored and another state sponsored at the elementary school in your area. Interview the school head master or the in-charge teacher about the amount of grants received for the two schemes, their functioning and difficulties faced in implementation. Write a report,

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## 7.12 REFERENCES

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## 7.13 ANSWERS TO CHECK YOUR PROGRESS

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1. The process of concentration of powers either in the hands of the crown or the representatives of the crown in India under the British is called "centralization", and when the crown, representative of the crown or even native rulers at the central government level did not take interest in education, the term used here "decentralization".
2. Lord Mayo
3. (i) Assist the State in realizing the constitutional provision for providing compulsory primary education in the age group of 6 to 14 years.  
(ii) Assist the backward states for providing better educational opportunities.
4. Any five from the following :  
Planning, Educational Reforms, Organisations, Direction, Control, Equalisation of Educational Opportunities, Pilot Projects, Administration of education in the Union Territory and Centrally administrated areas, Clearing House Function, Liaison with UNESCO, Promotion of Cultural Contact, Opening Central Institute.
5. The important organizations are :  
CABE , UGC, NCET, NCERT, KVS, and NVS

**6. Few major financial activities organized to UGC are :**

- allocates the grants to the universities and college out of its own funds for their development or other general purpose.
- advise the central and state government on disbursing grants to the universities out of the consolidated funds of India.



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## UNIT 8 COORDINATION, LINKAGES, COOPERATION AND NETWORKING

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### Structure

- 8.1 Introduction
- 8.2 Objectives
- 8.3 Coordination at the State Level
  - 8.3.1 Setup under Panchayati Raj Institutions
  - 8.3.2 Village Level Management Structure
- 8.4 Ensuring Linkages and Networking: The Role of Non-Government Organizations (NGOs)
- 8.5 Other Supporting Directorates, Departments and Advisory Bodies
  - 8.5.1 Responsibilities of other Departments and Directorates
  - 8.5.2 Advisory Boards and Bodies
- 8.6 State Institute of Educational Management and Training
- 8.7 Let Us Sum Up
- 8.8 Unit End Activities
- 8.9 References
- 8.10 Answers to Check Your Progress

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### 8.1 INTRODUCTION

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You have already studied that education in India is on the concurrent list; therefore, the central government and the state governments are expected to have a meaningful partnership for educational development in the country. The central and state governments share resources and responsibilities and exercise their powers in larger national interests. For example, the major responsibility for basic education lies with the state governments, however in some of the states, local self-government bodies, namely, the *Panchayati Raj* Institutions (PRIs) in rural areas and municipalities in urban areas have also been associated with school education in order to make the system responsive to local conditions, and facilitate community participation.

The challenge of educational planning in India is to reconcile the planning priorities of states with the national plan. As a result now there is a lot of emphasis on decentralization. Decentralization of educational planning and management is not a new area for the government. The need for decentralizing the educational management system in the country has been articulated in the educational policy since Independence. However, it was the *National Policy on Education (NPE)*, introduced in 1986 and revised in 1992, that suggested extensive structural reforms for decentralization of educational planning and management. NPE (1986) recommended empowering of communities for the management of educational institutions at the local level. It also suggested establishment of an appropriate institutional framework at the district and sub-district levels, such as the District Board of Education and Village Education Committee, in order to ensure community's participation in the management of primary education. As the state government plays a key role in implementation of the educational reforms and policy, it is important to understand the role of different state level bodies and their role in educational governance. We also need to understand the reason of the emergence of collaborative initiatives in the education sector at the state level. In

this unit, an attempt has been made to understand these aspects. We will also examine the various bodies functioning at the state level playing an important role in educational governance.

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## 8.2 OBJECTIVES

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After going through this unit you should be able to:

- describe the role of SCERT, State Board of Education and other advisory and implementation bodies for education at the state level;
- examine the management issues with respect to various state level bodies;
- analyse the problems and issues faced and managed by institutions in educational management.

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## 8.3 COORDINATION AT THE STATE LEVEL

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You may be surprised to know that the different states and union territories in the country had established Education Departments even in the early 19<sup>th</sup> Century to give due priority to education, However, in some of the states educational matters were attached with other departments. At the initial stage the responsibility of education was entrusted to the Directorate of Public Instruction(DPI) with some inspectorial staff.

At present, the government of each state and union territory has established Education Department to perform three main functions at all levels of education: (i) regulatory,(ii) operational, and (iii) directive, through three organs the Secretariat, Directorate and the Inspectorate respectively. Within a State there are three levels of administration depending on the size and number of institutions, which perform supervisory functions. In general there is also a functional relationship between levels of administration and types of institutions though the system varies from state to state.

Even the administrative set up of school education in some of the major states has been bifurcated into separate administrative structures each for elementary and secondary education. In majority of the States the traditional Education Departments have been diversified into Department of School Education and Department of Higher Education.

In addition to this, there is Directorate of Education in every state. Here also we notice a different pattern in different states. For example, certain states and union territories such as Arunachal Pradesh and Chandigarh have only single Directorate of Education to deal with educational matters from primary to higher education level. On the other hand states such as Kerala and Madhya Pradesh have two main Directorates - i.e. one for school education and another for higher education. There are also some states such as Punjab and Haryana that have three separate, namely Directorate for Higher Education, Directorate for School Education and Directorate for Primary/Elementary Education. Himachal Pradesh has a Directorate of Primary Education and a Directorate of Education which looks after Higher education and School Education including Upper Primary Education.

### 8.3.1 Setup under *Panchayati Raj* Institutions

The 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments, made the setting up of local bodies at the village, block, district and municipal levels mandatory through a process of election. This provided enabling framework for decentralization of education because now education is included in the list of functions to be devolved to panchayats, As per the 73<sup>rd</sup> Constitutional Amendment Act, education is one of the functions to be devolved to *panchayats*. Hence, *Panchayati Raj* Institutions (PRIs) have a major role to play

in promoting primary education. It is envisaged that *panchayats* will make provision of primary education, while addressing the issues of equitable access and quality of educational facilities. The community is expected to closely work with the *panchayats* in educational planning. The direct involvement of *panchayats* in primary education is expected to make the education system more accountable and transparent as *panchayats* are in closer proximity with community and they are answerable to the community through the gram sabha.

In 1993, the special Committee of the Central Advisory Board of Education (CABE) formulated a framework for decentralization of educational management under PRI framework. This Committee further took the process of decentralization from the district to block and village levels and recommended the setting up of Village Education Committee and *Panchayat Samiti* on Education at the block level. Actual implementation of the 73<sup>rd</sup> and 74<sup>th</sup> Amendments, however, requires positive action at the executive level. Therefore, involvement of PRIs in education since 1990s has been uneven across the country for example, in Kerala the government has made PRI central to development planning, including education, through the People's Development Planning (PDP). Although the state government has highlighted the powers of *panchayats*, administrative rules and procedures that determine the actual practice have not been clearly specified. In the absence of people's movement, the state government in Madhya Pradesh has attempted to empower the PRIs mostly through government announcements and promulgation. Transfer of powers and responsibilities to PRIs is announced, but resources to meaningfully translate these powers into practice appear to be absent. In West Bengal, education had been organized under the nominated District Primary Education Councils even before the 73<sup>rd</sup> and 74<sup>th</sup> Amendments. Instead of constituting a body of elected representatives, the government has continued with the existing nominated Councils.

Education up to secondary level in some states like Maharashtra, Madhya Pradesh and Karnataka is managed by *Panchayati Raj* institutions whereas in Gujarat and Delhi local bodies manage elementary and primary education respectively. In Rajasthan only rural primary education was under Rural Development and Panchayati Raj Department. Earlier both primary and upper primary classes were being looked after by the Rural Development and Panchayati Raj Department. In these states except Rajasthan district education officers work under the apparatus of respective local body.

The 73<sup>rd</sup> Amendment Act envisages states to establish a three-tier system of local governance at the village level (*Village Panchayats*), the intermediate level (*Panchayat Samities*) and the district level (*Zilla Parishad*). No doubt it is a significant step towards the devolution of power at the grass root level. The Act covers the delegation of education including primary and secondary school, technical training and vocational education, adult education and non-formal education and spread of literacy and cultural activities to Panchayati Raj bodies (Article 243G of the 11 Schedule). There is enough flexibility on the part the states to take decision keeping in view of their prevailing socio-cultural milieu. Under the 74<sup>th</sup> Constitutional Amendment Act the state government is empowered to constitute the Nagar Panchayats, Municipalities for smaller urban area and Municipal Corporation for the larger urban areas. Following the 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendment Act, the Central Advisory Board of Education (CABE), the highest policy making body of the Ministry of Human Resource Development set up a Committee to suggest guidelines on Decentralised Management of Education. The Committee submitted its report in August 1993. The committee suggested the structure and composition, role and functions, powers, funds, organization and administrative support and training at the *Village Panchayats*, *Panchayat Samities* and *Zilla Parishad* in respect to management of school education. It was expected that the states while formulating their legislation concerning entrustment of educational management to *Panchayati Raj* bodies would be guided by the recommendations of

the CABE committee. With regard to Urban Local Bodies, the Committee recommended the transfer of government primary and secondary schools to Municipalities etc. along with control over staff except in matters of recruitment which will be done by an organization designated for this purpose by the state government.

In Madhya Pradesh a three-tier system has been established with *gram panchayat* and *janpad panchayats* being concerned with the establishment and upgrading of primary and upper primary schools, carrying out inspection of schools etc. The *janpad panchayats* have set up educational committees to look after educational problems in the area and make suggestions to the district level authorities. Thus, Madhya Pradesh is one such state in which *Panchayati Raj* Institutions have been established and are vested with specific functions. Similarly in Rajasthan, under the *Panchayati Raj Act* passed in 1994 a three-tier system has been established. All rural primary schools are managed by panchayat samitis. While recruitment of teachers is done by the *Zila Parishad*, placement and posting is in the hands of the *panchayat samitis*. The Samiti receives cent percent grants from the states. It also levies education cess for school buildings and teaching equipments. In Delhi, at present Municipal Cooperation manages primary schools. The New Delhi Municipal Committee establishes and maintains primary and upper primary schools and also some secondary/higher secondary schools.

### 8.3.2 Village Level Management Structure

Besides PRIs, a parallel system of village and other committees has emerged under various educational programmes and projects for educational governance. In some states village level management support to education is very strong. PTAs in Tamil Nadu have constitutional status and responsibility of managing various facilities in schools like school building, furniture, tatpattis and teaching aids. Earlier in the district where district primary education programme was being conducted village education committees were quite active and strong. The committees were responsible for enrolment, retention and reducing dropouts as well as supervision of teacher's attendance and providing facilities in schools.

The *National Policy on Education, 1986* stated that local communities through appropriate bodies will be assigned a major role in programmes of school improvement. The *Programme of Action (1992)* stated that a Village Education Committee (VEC) comprising of not more than 15 members with representatives from parents, panchayats, cooperatives, women, scheduled castes, and tribes will look into the overall management of all education programmes at village level. The powers of VEC visualized by the CABE committee included visits to schools, checking of attendance and other registers, recommending annual budget, undertaking maintenance and repair of building etc. Thus, as a result, some states have gone for the establishment of quasi-legal bodies such as VECs and School Management Development Committee to oversee governance of education at the local level. In many states village education committees have been constituted. In Bihar two types of VECs exist: those constituted in pursuance of the Government Order of 1988 and those constituted under the Bihar Education Project. The former consists of 12 to 15 members nominated by the block education extension officer and has a life of 3 years. The latter consists of elected members. The main problems lie in the lack of substantive authority and resources. The role of committee is primarily recommendatory, its proposals being accepted or not by the block level officer. Community participation is invoked through the formation of Village Education Committee.

Mobilizing the village community to take responsibility to ensure quality education for every child is the core strategy of certain projects such as *Lok Jumbish* and *Shiksha Karmi* Project in their efforts to universalize primary education and deliver quality education. The community involvement has been the key factor for the success of such projects.



*Lok Jumbish* has had a positive effect on the empowerment of locally elected people, especially on female representatives at village level, who are often active members of the Lok Jumbish core teams or women's groups. The Village Education Committees (VECs) carefully formed and trained through environmental building activities in the Lok Jumbish programme, are actively involved in school matters.

The *Shiksha Karmi Project* has constituted VECs in 2000 villages to promote community involvement in primary education and encourage village level planning. The role of the VEC is to mobilize resources for maintenance, repair and construction of school infrastructure. The VEC also helps in determining the school calendar and school timings in consultation with the local community and *Shiksha Karmis* (educational workers.)

The positive impact of the *Lok Jumbish* and *Shiksha Karmi Project*, focusing on supporting the teachers and the students by involving, the village community in taking responsibility for all educational activities of the village school, is serving as a demonstration of how deeply rooted problems of education in India can be addressed. Wide dissemination of these innovative approaches could inspire other educational programme all over India and the world.

While village education committees play an important role in overseeing the functioning of primary schools, the District Primary Schools Council and the State Board of Primary Education - both elected bodies with nominees of teachers, parents and people's representatives as well as the government - provide the necessary support. In all the states plans are initiated at the zonal levels and consolidated and finalized at the district level. The Directorate's task pertains mainly to compilation, consolidation and review and scrutiny of plans and proposals received from the district and sub-district levels based on respective state norms, guidelines and priorities before finalizing them at their end.

**Check Your Progress**

**Note :** a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

1. What were the powers of VEC visualized by the CABE committee?

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2. "Panchayati Raj Institutions (PRIs) have a crucial role to play in promoting primary education". Is it true? Justify the statement.

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## 8.4 ENSURING LINKAGES AND NETWORKING: THE ROLE OF NON- GOVERNMENT ORGANIZATIONS (NGOs)

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Until recently, NGOs in India were on the fringe of educational planning. However, as a broad policy, the government in the past decade has encouraged the role of NGOs at all levels in the social sector to promote participatory development. The government views NGOs as partners for attaining the goals of education for all. Furthermore, enactment of the 73rd and 74th Constitutional Amendments has also significantly enhanced role not only the role of local bodies and the community but also the divergent organizations in civil society in the efforts towards universalisation of elementary education. Non-Governmental Organizations (NGOs) have emerged as crucial contributors in the development in the country in recent years. They have contributed extensively in social development programmes in rural as well as urban areas. Due to their close work with people at grass root level, they have contributed in bringing up the reality of marginalized. In general, NGOs are sought after by the government and donor agencies for their flexibility, cost-effectiveness and ability to innovate. In the context of growing pressures to reduce fiscal deficit, the government has found it very convenient to shuffle off some of the responsibility of raising resources for education onto NGOs. NGOs have succeeded in establishing a better rapport with the local communities and getting them more effectively involved in the education of their children.

Interventions by NGOs have also enabled village education committees to become more gender equitable. In India, women's lack of participation has been reported in several educational programmes promoting primary education. However, local NGOs have attempted to facilitate their participation in decision-making in village education committees.

NGOs mostly make decisions related to administration and school maintenance. Despite legal and policy measures to devolve decisions related to classroom pedagogy and curriculum to the school levels, these decisions remain in the domain of the Ministry of Education and its local representatives. In the Hoshangabad Science Teaching Programme, which was started in government middle schools in Madhya Pradesh by two NGOs in 1972 and then introduced in primary schools by Eklavya in 1980, the NGOs and community groups were involved in matters related to pedagogy and curriculum. However in most of the cases the participation of NGOs and community has been confined to implementation of various educational programmes and extending access.

Although the new educational policy and EFA programmes in the 1990s emphasized involving NGOs and the community in school education and literacy, the government did not directly pass on the resources to either to them or the educational departments of the state governments. Instead, the government has created a new institutional mechanism. State governments have created autonomous registered societies, in the same manner as NGOs. These societies run the educational programmes with the help of educational department officials at various levels and the local NGOs. The new institutionalization is visible in various programmes, such as *Shiksha Karmi* Project and *Lok Jumbish* Project in Rajasthan, Bihar Education Project, Rajiv Gandhi Mission of Madhya Pradesh, and DPEP societies in various states. A closed look at the functioning of these societies reveals that there is token representation of a small number of NGOs in various committees in these societies. There are more than 700 NGOs actively working in various projects in education across the country. Local communities have specially gained from this partnership with NGOs and have developed successful programmes like *Digantar*. This has helped in improvement of infrastructure facilities for education also promoting greater access to quality education. Many NGOs work as local resource for major initiatives taken by state in the country.

The NGOs have contributed in:

- Mobilizing resources at micro and macro level
- Infrastructure development in different pockets of society
- Teaching and training
- Monitoring and facilitating existing facilities
- Research and development
- Providing alternative curriculum or modifying curriculum for disadvantaged.

There is need to learn from the experiences of NGOs in governance of innovative educational programmes and strategies used to elicit community participation in educational governance at local levels. The state-NGO partnership in educational governance has emerged out a strategy of reaching out to the unreached sections of the society and providing them education.

### Check Your Progress

Note: a) Space is given below for writing your answers.

b) Check your answers with those given at the end of this unit

3. Why all the NGOs sought after by the government and donor agencies?

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4. In what ways the NGOs have succeeded in educational governance at the grass root levels?

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## 8.5 OTHER SUPPORTING DIRECTORATES, DEPARTMENTS AND ADVISORY BODIES

Different states and union territories also have a number of other supporting Directorates and Departments for discharging different types of responsibilities in education. In addition to this there are a number of advisory bodies that are responsible for different type of responsibilities pertaining to educational governance.

### 8.5.1 Responsibilities of Other Departments and Directorates

Different states and union territories also have a number of other supporting Directorates for discharging different types of responsibilities in education. Almost all the states have the Directorate of Mass Education or the Directorate of Adult Education and Non-formal Education. In some states and union territories, adult and non-formal education is looked after by the Directorate of School Education. In Madhya Pradesh, the Directorate of Panchayat and Social Welfare is looked after by the Directorate of School Education. In Madhya Pradesh, the Directorate of Panchayat and Social Welfare looks after activities of adult and non-formal education. Almost all the major states have Boards of Secondary Education.

Besides the Education Department, some other Departments also manage educational institutions. To understand this let us take the case of Orissa. In Orissa, the Welfare Department is concerned with the education of scheduled castes and scheduled tribes. The main function of the Department is opening of schools in tribal areas, arrangement of incentives, inspection and supervision of schools etc. In Tamil Nadu, *Adi Dravidar* Welfare schools are being run by the *Adi Dravidar* Welfare Department. Some other Departments holding different types of educational responsibilities in their respective areas in different states are: Department of Technical Education, Department of Medical and Health, Agriculture Department, Commerce and Industrial Department and Cooperative Department.

### 8.5.2 Advisory Boards and Bodies

Advisory bodies constituted by statutes or otherwise also have their own part to play to advise the Education Department for help in implementation of the educational programmes. The National Policy on Education (1986) proposed to create Districts Board of Education (DBE) to coordinate educational activities at district level but till date they have not been instituted. Presently there is state level Advisory Board which covers Higher, Secondary and Primary Education of all districts of the state and its various components. The Advisory Board of Education, Gujarat has following bodies:

- Gujarat Education Advisory Board
- Gujarat State Council of Higher Education
- Gujarat Secondary Education Board
- Gujarat State Education Board
- Gujarat Senior Secondary Certificate Exam Board
- Gujarat State Board of Primary Education
- Gujarat State Board of Examination Typing, Drawing etc.
- Gujarat State Unit of Science Education
- Gujarat State Board of School Textbook
- University Grant Nirman Board

On the pattern of the Central Advisory Board of Education at the national level, some states have set up State Education Advisory Boards to advise the states on policy matters. On the pattern of NCERT, almost all states have established State Council of Education Research and Training.

Thus we can say that all the states have two types of academic institutions:

- 1) Conventional institutions set up at state such as Board of School Education, English Language Teaching Institute, Textbook/Publication Board working under the administrative control of the State Education Department.
- 2) Institutions set up in the state under some centrally sponsored scheme of government of India during post independence period such as State Institute of Education (SIE), State Council of Educational Research and Training (SCERT), District Resource Unit (DRU), District Institute of Education and Training (DIET), State Institute of Educational Management and Training (SIEMAT), State Institute of Science Education (SISE), State Institute of Educational Technology (SIET).

Let us examine some of these institutions working at the state level.

#### **State Publication/Textbook Board**

State Publication/Textbook Boards are set up in many states under the State Department of Education to aid and promote advancement of education particularly elementary and secondary education through production of high quality textbooks and other instruction materials and to undertake evaluation and research for improvement

of school curricula. In some states, textbook production and publication board or cooperation have been set up as an autonomous organization. It was set up in Assam in 1972.

### ***State Boards of School Education***

Besides such support units a chain of institutions namely Boards of Secondary Education and Higher Secondary Council came into being to conduct the examination at the end of X and XII grades.

Most of the states have a single board of Senior Secondary or School Education. These boards are generally statutory bodies. In addition to the advisory role regarding reorganization and development of primary and secondary education, the prime responsibilities of the State Boards of School Education are to:

- i) prescribe school curriculum,
- ii) conduct school secondary and senior secondary level examination,
- iii) accord permission and recognition to secondary/senior secondary schools in the state.

Due to expansion of primary education some states have bi-furcated the school board into separate boards, one for higher secondary or intermediate and other for secondary education such as Andhra Pradesh and Bihar. West Bengal is a state in which there is a separate board for primary education in addition to the secondary and higher secondary education.

The State Board handles curriculum and syllabi, while the District Councils handle teacher appointments and discipline in accordance with prescribed norms. While each high school and senior secondary school is managed by an elected managing committee, the State Board of Secondary Education - also an elected body with teachers' and people's representatives and a few government nominees - handles syllabi, curricula, regulations and public examinations for Class X. A similar democratic structure is in place for Senior Secondary Education and for collegiate education.

### ***State Council of Educational Research and Training***

During the sixties State Institute of Education (SIE) were established in various states to play an important role in the academic management of states education programme. Its major functions were:

- improvement in the quality of education and teacher training at the elementary stage,
- improvement in the system of inspection and supervision,
- conducting research and innovations in elementary education,
- coordination between the state and the NCERT.

The scope of work of SIEs included in-service training of elementary school teachers, teacher education and supervision, reviewing and revising school curriculum and syllabus, providing extension services, improvement of science and environment education, population education, preparation and distribution of audio-visual aids and publication of learning materials for elementary schools.

At present almost all the states have either converted SIE into SCERTs or have set up SCERTs in addition SIEs such as in Assam and Madhya Pradesh. However, SIE continue to exist in small states like Goa and union territories of Chandigarh and Andaman and Nicobar islands.

The most interesting development at the State Level has been establishment of network of institutions to support school education. SCERT were setup in the pattern of NCERT under its overall guidance. The 1986 National Policy on Education recommended the

creation of State Council of Educational Research and Training (SCERT) in each State as a measure of decentralization of functions of quality education, research and training. Under each SCERT there are District Institute of Education and Training. Subsequently with the establishment of DIETs the network was extended to district level. Both SCERT and DIETs vary widely in their structure and capability from one state to another. In some states, SCERT are autonomous organizations: in some these are just only many of the Directorates. In some others, they are under Directorate of Education. In their staffing pattern also they also vary in term of designation of their staff. Some SCERTs have staff with academic designation e.g. Delhi SCERT; some others have joint directors, deputy directors.

In order to get a better understanding, let us take the example of SCERT, Delhi. The SCERT, Delhi was set up as an autonomous body under the Societies Registration Act in May, 1988. It receives funding from the Government of National Capital Territory of Delhi under the Grants-in-aid scheme. 9 District Institutes of Education and Training (DIETs) have been set up for each of the 9 revenue districts in Delhi and these operate under the overall administrative control of SCERT. Funding for DIETs comes from MHRD under the Centrally Sponsored Scheme for Teacher Education. SCERT, Delhi organizes in-service teacher education programmes for teachers on MCD and Directorate of Education. Special workshops for Heads of Schools are also undertaken. Apart from DIETs, there are some private institutions that are affiliated to SCERT, Delhi for conducting the pre-service Elementary Teacher Education Course and few private institutions are affiliated for the ECCE course. SCERT along with DIETs organizes in-service training and orientation programmes for various personnel such as head of schools, educational administrators and teachers.

In its main role, SCERT is a counterpart of NCERT at the state level. It functions through its several constituents to fulfill the following objectives:

- To bring about qualitative improvement in school education.
- To coordinate programme of state level institutions.
- To conduct various in-service training programmes for school teachers, supervisors and teacher educators
- To undertake and promote research, innovations and experimentation in various aspects of school education
- To develop monitor and evaluate education programmes at the school level including elementary teacher education

The SCERT is also the affiliating body for Elementary Teacher Education (ETE) Course and Early Childhood Care and Education (ECCE) Course. It is responsible for preparing the curriculum, prescribing syllabi, course of study, academic calendar for these Courses. It also conducts the Entrance Examination for its affiliate institutes and admits candidates for the Course. The SCERT awards the Diploma to successful students in ETE and NTT. Apart from DIETs, private institutions are affiliated to SCERT for conducting the pre-service Elementary Teacher Education Course and also for conducting the Early Childhood Care and Education Course.

SCERT is responsible for material development both for children and support materials for teachers. Other functions include research in various aspects for qualitative improvement of school education. SCERT-DIET is also resource support organization for Universal Elementary Education Mission (UEEM), under which Sarva Shiksha Abhiyan and Primary Education Enhancement Programmes are undertaken.

The SCERT is concerned with the academic aspects of school education including formulation of curriculum, preparation of textbooks, teachers' handbooks and teacher training. It advises the Government on policy matters relating to school education. Thus the SCERTs at the state level and DIETs at the district level contribute in providing quality education and training. These bodies acquire, organize and maintain the physical

resources which have a direct bearing on the qualitative improvement of education and training being imparted. The SCERTs also function as a link organization between the National/State/UT and District Level Institution.

### ***English Language Teaching Institutes***

In many states, English Language Teaching Institutes (ELTIs) were set up for improvement of teaching as a second language in schools. The ELTIs provide training to school level English teachers in modern techniques of teaching English language and the preparation of English teaching material.

### ***District Institute of Education and Training (DIETs)***

As envisaged in national policy on education District Institute of Education and Training have been set up in almost all the states and union territories. A major function of these district level institutes includes:

- i) providing pre-service and in-service education to elementary school teachers,
- ii) providing training and continuing education to non-formal and adult education instructors and supervisors and also providing the services of resource and learning centres to teachers and instructors,
- iii) conducting action research and experiments.

Since DIETs are set up under centrally sponsored scheme, their objectives, functions and staffing pattern conform to the national norms. But in respect of selection and recruitment of staff the procedures of state government are adhered to.

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## **8.6 STATE INSTITUTE OF EDUCATIONAL MANAGEMENT AND TRAINING (SIEMAT)**

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Besides SCERTs, the idea of setting up State Institutes of Educational Planning and Administration in the model NUEPA (National University of Educational Planning and Administration) was developed on the basis of nation-wide consultation. It didn't fructify till late 1990's. SIEMATs were set up to ensure effective implementation of DPEP initiatives and interventions by creating capacity at different levels, installing an objective and systematic educational management information system and conducting and sponsoring utility-oriented research and evaluation studies. The main function of the institute is to organize training/orientation workshops and workshops for educational planners at the state, district, block, and cluster, village level, functionaries of other departments such as Women and Child Development, Tribal and Harijan Welfare Department which are indirectly associated with school education. Some states such as Himachal Pradesh, Maharashtra, Orissa, Uttar Pradesh have set up SIEMAT. In order to give you better understanding of the role of the SIEMAT, case study of SIEMAT functioning in two states i.e. Himachal Pradesh and Maharashtra has been given in the next Section.

### **SIEMAT in Himachal Pradesh And Maharashtra: A Case Study**

#### **i) SIEMAT in Himachal Pradesh**

##### ***Basic Information***

The establishment of SIEMAT was approved in the Perspective Plan of the DPEP during the year 1995 - 96. SIEMAT is functioning as a part of State Project Office (DPEP), under the Himachal Pradesh Primary Education Society which has been registered under the Societies Act. Therefore, it has not been registered under the Societies Act separately. Thus SIEMAT is presently a part of Himachal Pradesh (H.P). SSA Society.

### ***Present Status of SIEMAT***

The Mission and main objectives of SIEMAT are as follows:

- Orientation and training of State, District and Block level planners, administrators, heads of schools and functionaries of DIETs, BRCCs etc.
- To promote and conduct research including action research in areas related to education
- To provide professional and research support to the State and district level agencies/institutions.
- To undertake studies for evaluation of various programme and activities.
- To develop data-based information and support system for Education for All (EFA).
- Documentation and dissemination of information (from State to National and internal level) in the area of planning and management of education.

### ***Objectives***

At present SIEMAT is a part of SSA society as such it is fully involved in implementation of SSA interventions. The main activities of the SIEMAT are as follows:

- Development of Perspective Plan and Annual Work Plan & Budget under SSA.
- Capacity building of the District level functionaries in development of Annual Work Plan & Budget.
- Appraisal of Annual Work Plan and Budget (AWP&B) of the districts.
- Capacity building of the school heads in the micro planning and institutional planning.
- Capacity building of the educational administrators in Financial Management and Administration.
- Implementation of innovative project under computer education under Sarva Shiksha Abhiyan.
- Working out Strategies like Employment Guarantee Scheme & Alternative and Innovative Education (EGS & AIE) activities for the out of school children.
- Conducting research studies.
- Develop data-base for Education for All.
- Conducting household surveys.
- Monitoring and evaluation of Sarva Shiksha Abhiyan.

The SIEMAT functionaries are responsible for the capacity building of the district functionaries and monitoring the activities of the districts from time to time. SIEMAT is also taking care of the information and queries relating to planning and management, emanating from Government of India and National Level institutions. It also looks after the clarifications and suggestions to the queries of district and down below functionaries.

### ***Activities***

The details of the activities conducted by the SIEMAT are as follows:

- Capacity building in Development of Annual Work Plan and Budget
- Development of learning material for Employment Guarantee Scheme & Alternative and Innovative Education
- Monitoring the SSA activities with the districts on monthly basis.
- Monitoring of the Progress of the enrolment of out of School Children.



It also conducts research activities for example two sample studies on COHORT were conducted by the SIEMAT, Himachal Pradesh.

### Implementation

Since SIEMAT is a part of SSA Project Office, it has the networking with the district and block level functionaries for implementation of the Programme.

The SIEMAT is working as a part of the State Project Office for implementation of the Sarva Shiksha Abhiyan.

### ii) SIEMAT in Maharashtra

#### Basic Information

Maharashtra Institute of Educational Planning & Administration (MIEPA), Aurangabad is an autonomous institute registered in January 1995 under Societies Registration Act XXI of 1860, and Bombay Public Trust Act of 1950. The Objectives of MIEPA are as follows:

1. To be a state level center for excellence in educational planning and administration intended to improve the quality of planning and administration in school education by means of generation of new ideas and techniques and disseminating them through interaction with and training of strategic groups.
2. Development of training courses for educational administrators on the goals of education for all.
3. To achieve quality and excellence in education, development of gender sensitization programmes.
4. Development of approaches of services at the village level between various departments like Women and Child Welfare, Health Education etc.
5. Training in administrative and financial procedures
6. Development of innovative approaches for effective supervision evaluation of schools.
7. Effective use of electronic and folk media in creative awareness.
8. Training in methodologies and techniques of minimum levels of learning.

MIEPA organizes day need-based short term courses for officers in Maharashtra Educational Service Class A,B,C and district level resource persons.

### Implementation

In present situation, conducting training courses under SSA is the main task of the institute. In collaboration with the Directorate of Secondary & Higher Secondary education, Pune and SCERT, Pune the training courses are organized by MIEPA.

### State Councils of Higher Education

Following the *National Policy on Education*, respective state governments have established State Councils of Higher Education (SCHE). These councils prepare coordinated programmes of development of higher education in each state. The State Council of Higher Education advises the State Government in matters relating to Higher Education in the State and oversees its development with perspective planning and for matters connected therewith.

It is primarily a coordinating and liaison body between the University Grants Commission, the State Government and the Universities. It is the general duty of the Council to coordinate and determine standards in institutions of Higher Education or Research and Scientific and Technical Institutions in accordance with the guidelines issued by the University Grants Commission from time to time. It assists the University Grants Commission in respect of determination and maintenance of standards and

suggests remedial action wherever necessary. It evolves perspective plans for development of higher education in the State. It forwards the Developmental programmes of Universities and Colleges in the State to the University Grants Commission along with its comments and recommendations. It also monitors the progress of implementation of such developmental programmes. The State Council of Higher Education also promotes cooperation and coordination of the educational institutions among themselves and explores the scope for interaction with industry and other related establishments. In the Unit 3 (Role of National Bodies) of the block 1 entitled Educational Management at National Level, the case study of Andhra Pradesh State Council of Higher Education has been given. You may refer to that in order to know in detail about the role of State Council of Higher Education.

### **State Open Schools and State Open Universities**

In the Unit 3 (i.e. Role of National Bodies) of Block 1, you have studied that in view of the diversity of regional languages in the country, the National Institute of Open Schooling (NIOS) offers its programmes in various regional languages such as Urdu, Marathi, Telugu, Bengali besides Hindi and English. In an effort to expand the Open Learning System (OLS) and fulfill national goals, the NIOS in its capacity as a research and development institution is playing the lead role in developing a network of open schooling channels in the country and as a result fourteen State Open Schools (Assam, Andhra Pradesh, Chattisgarh, Delhi, Haryana, Jammu and Kashmir, Karnataka, Kerala, Madhya Pradesh, Punjab, Rajasthan, Tamil Nadu, Uttar Pradesh, West Bengal) have come up. The National Consortium of Open Schooling (NCOS) set up by NIOS has a pivotal role to play in the promotion and development of open schooling in the country. NIOS has also been providing professional and technical support to states in order to set up and develop State Open Schools, particularly with regional medium. The NIOS permits transfer of credits of students from different Boards and also from different State Open Schools (SOSs).

We know that the Indira Gandhi National Open University (IGNOU) is a university at the national level established at the centre and 13 more open universities have been established at the state level. These are:

- Dr. BR Ambedkar Open University, Hyderabad, Andhra Pradesh
- Babasaheb Ambedkar Open University, Ahmedabad, Gujarat
- Vardhaman Mahaveer Open University, Kota, Rajasthan
- Karnataka State Open University, Karnataka
- K.K. Handique State (Open) University, Guwahati, Assam
- Madhya Pradesh Bhoj Open University, Madhya Pradesh
- Pandit Sunderlal Sharma Open University, Chattisgarh
- Tamil Nadu Open University, Tamil Nadu
- Nalanda Open University, Patna, Bihar
- Netaji Subhas State University, Kolkata, West Bengal
- U P Rajarshi Tandon Open University, Allahabad, Uttar Pradesh
- Uttaranchal Open University, Haldwani, Uttaranchal
- Yashwant Rao Chavan Maharashtra Open University, Nashik, Maharashtra

Both national and state open universities have been funded by the central and state governments and function in coordination with other universities, colleges, private institutions etc. in the state and the centre. In addition to this the States of India also have State University. The State Universities are run by each State.

**Check Your Progress**

- Note:** a) Space is given below for writing your answers.  
b) Check your answers with those given at the end of this unit

5. What are the prime responsibilities of the State Boards of School Education?

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6. What is the scope of work of a State Institute of Education (SIE)?

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**8.7 LET US SUM UP**

Different states and union territories in India have established Education Departments. In majority of the states, the traditional Education Departments have been diversified into Department of School Education and Department of Higher Education. In addition to this, there is Directorate of Education in every state. Some states and union territories have only single Directorate of Education to deal with educational matters from primary to higher education level. Some states such as Kerala and Madhya Pradesh have two main Directorates that are one for school education and another for higher education. Some states such as Punjab and Haryana that have three separate Directorates for Higher Education, School Education and Primary/Elementary Education. As per the 73<sup>rd</sup> Constitutional Amendment Act, education is one of the functions to be devolved to panchayats. Hence, Panchayati Raj Institutions (PRIs) have a major role to play in promoting primary education. It is envisaged that panchayats will make provision of primary education, while addressing the issues of equitable access and quality of educational facilities. The community is expected to closely work with the panchayats in educational planning.

On the pattern of NCERT, almost all states have established SCERT. In the States there are two categories of institutions i.e. conventional institutions set up at state such as Board of School Education, English Language Teaching Institute, Textbook/Publication Board working under the administrative control of the State Education Department. In addition to this there are institutions set up in the states under some centrally sponsored scheme of Government of India during post independence period such as State Institute of Education (SIE), State Council of Educational Research and Training (SCERT), District Resource Unit (DRU), District Institute of Education and Training (DIET), State Institute of Educational Management and Training (SIEMAT), State Institute of Science Education (SISE), State Institute of Educational Technology (SIET).

The State board handles curriculum and syllabi, while the district councils handle teacher appointments and discipline in accordance with prescribed norms. Under each SCERT there are District Institute of Education and Training. The objective of SCERT is to bring about qualitative improvement in school education. It conducts various in-service training programmes for school teachers, supervisors and teacher educators. It

undertakes and promotes research, innovations and experimentation in various aspects of school education. The SCERT also develops monitors and evaluates education programmes at the school level including elementary teacher education. District Institute of Education and training have been set provide pre-service and in-service education to elementary school teachers. The DIET provides training and continuing education to non-formal and adult education instructors and supervisors and also provides the services of resource and learning centres to teachers and instructors.

State Institutes of Educational Planning and Administration (SIEPA) or State Institute of Educational Management and Training (SIEMAT) organizes training/orientation workshops and workshops for educational planners at the state, district, block, cluster and village level, functionaries of other departments such as Women and Child Development, Tribal and Harijan Welfare Department which are indirectly associated with school education. Some states such as Orissa, Uttar Pradesh have set up SIEMAT.

The Indian scene at the grassroots level presents too varied a picture to draw a generalized one of the context. Some states have gone a long way in transferring not only powers, but also a substantial proportion of state funds to Panchayati Raj Bodies, some others have chosen to keep considerable control in the hands of the bureaucracy at the decentralized levels. Some states have gone for the establishment of quasi-legal bodies such as VECs and SMCs to oversee governance of education at the local levels, whereas several other states have yet to move towards such decentralized management structures. Each of these models implies varying perceptions of the policy-makers and planners regarding the value of decentralization and local governance.

## 8.8 UNIT END ACTIVITIES

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## 8.9 REFERENCES AND FURTHER READINGS

1. Conduct a case study of the DIET in your district covering various aspects such as its establishment, objectives, role and outreach, and prepare a Report.
2. Prepare a report on the role of different Departments and Directorates working for educational provision in your State.

## 8.10 ANSWERS TO CHECK YOUR PROGRESS

1. The powers of VEC visualized by the CABE committee included visits to schools, checking of attendance and other registers, recommending annual budget, undertaking maintenance and repair of building etc.
2. True, as per the 73<sup>rd</sup> Constitutional Amendment Act, Panchayati Raj Institutions (PRIs) have a major role to play in promoting primary education. It is envisaged that panchayats will make provision of primary education, while addressing the

- issues of equitable access and quality of educational facilities. The community is expected to closely work with the panchayats in educational planning. The direct involvement of panchayats in primary education makes the education system more accountable and transparent as panchayats are in closer proximity with community and they are answerable to the community through the gram sabha.
3. NGOs are sought after by the government and donor agencies for their flexibility, cost-effectiveness and ability to innovate. In the context of growing pressures to reduce fiscal deficit, the government has found it very convenient to shuffle off some of the responsibility of raising resources for education onto NGOs.
  4. NGOs have succeeded in establishing a better rapport with the local communities and getting them more effectively involved in the education of their children. Interventions by NGOs have also enabled village education committees to become more gender equitable. In India, women's lack of participation has been reported in several educational programmes promoting primary education. However, local NGOs have attempted to facilitate the participation of women in decision-making in village education committees.
  5. The prime responsibilities of the State Boards of School Education are to-
    - prescribe school curriculum
    - conduct secondary and senior secondary level examination
    - accord permission and recognition to secondary/ senior secondary schools in the state.
  6. The scope of work of SIEs included in-service training of elementary school teachers, teacher education and supervision, reviewing and revising school curriculum and syllabus, providing extension services, improvement of science and environment education, population education, preparation and distribution of audio-visual aids and publication of learning materials for elementary schools.

## Note :



MPDD-IGNOU/P.O.2T, Dec. 2009



ISBN-978-81-266-4075-1