

## CHAPTER I

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## INTRODUCTION

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In a way, the story of man on earth is the story of ever increasing control of the State on all facets of his life and activity, including education. The state control on education exists in every country big or small. It, however, varies in degrees.

But in India in old days education, not to speak of state control, was not even institutionalized. A state educational administrative machinery of the modern type did not exist. Even during the Ancient and Medieval, both the Hindu and Muslim rulers gave liberal grants and donations to spread education to cover <sup>considered</sup> its religion obligations. But they never framed any rules and regulations, nor claimed any control on them. That is why we do not find or have any record about educational administration in contemporary literature before the British period.

But in the beginning of company rule, the East India Company continued the policy of their predecessors. It also did not like to take any active interest in education, but they adopted a natural policy. It was only after the Charter Act of 1813 that compelled the company to accept the responsibility for the education of the Indian people and granted one lakh of rupees to spend on education and Lord William Bentinck's Resolution of 1835 based on the Macaulay's Minute, passed in favour of English Education with English language as the medium of instruction. Besides this Resolution, two other Acts accelerated the growth of English education in this country. In 1837 English was made court language; and Lord Hardinge passed a resolution in 1844 according to which high posts were thrown open to educated Indians.

All these Acts and Resolutions gave birth to new types of schools. Since then the first time in the education history

of Indian education<sup>11</sup> became subjected to government control rather than remaining a community affair. 'The syllabi were to be prescribed by the Government. Teachers were appointed by the Government,<sup>and</sup> educational institutions were to be inspected and supervised by the government inspectors, etc.

In a strict sense, the modern educational administration system was established after the Sir Charles Wood's Despatch of 1854. It has been described as 'The Magna Carta of English Education in India. The Despatch laid the foundation stone of the educational administration system in India, and the modern pattern of education is the result of the Despatch's recommendations.

The occasion for the Despatch was provided by the renewal of the company's Charter in 1853. At this time, as at the earlier renewals of the charter in 1813 and 1833, a select committee of the House of Commons held a very thorough enquiry, the court of Directors sent down their greatest Education Despatch on 19th July, 1854. It is a long document of a hundred paragraphs and deals with several questions of great educational importance.<sup>1</sup> So the Despatch proposed new schemes in education for adoption. The most important recommendations are - Department of Public Instruction under the Director of Public Instruction. University<sup>res</sup> should be established in Bengal, Madras and Bombay on the model of London University, to hold examinations and confer degrees. The net-work of schools

<sup>1</sup>S.Nurullah and J.P.Naik : A Students' History of Education in India (1800-1961), Macmillan and Co. Ltd., Bombay, 1962, p.113.

should be established, the under the administration of Department of Education, grant-in-aid system was introduced to help private institutions. Inspection system was set-up for the supervision of the educational institution.

So Wood's Despatch of 1854 is the most important document as far as an educational administration is concerned in India. And it is the turning point in the history of education in the country. Because what every policy regarding education was suggested by the Despatch, till today, we have the same pattern of education with some change according to political, social, cultural and economic conditions change, and new problems arise in the change of education<sup>al</sup> system of policy and system and side by side in the educational administration for implementing these policy<sup>ies</sup> or as we study the education literature, since the East India Company was established, we find a steady flow of official documents on educational administration. This is maintained even after independence or even today. In fact, official documents, as Despatches, official minutes, government resolution, Acts, Government policies, reports of the Commission and Committee, review etc. are the richest source of information regarding the development of educational administration in the country. During the British period whatever change took place in England, they have the bearing on the Indian education and administration in the form of the official documents and policies etc. And our

educational administration set up today is a result of the same.

Even after the independence according to the need of reorganization and reconstruction Indian education commissions, and committees are appointed.

So the central theme or the purpose of this thesis is to show how the educational administration system developed through the recommendations of the below mentioned commissions, because the educational administrative structure of this country has not assumed its present shape all of a sudden. It has a history, as every subject of study has. So the researcher has selected the Commission's reports appointed between 1854 to 1966 as mentioned below. These commissions have not only discussed some of the basic issues of educational administration, but also have offered suggestions for reforming the educational administration system.

#### Indian Education Commission - 1882

The first commission on Indian education was appointed as the Indian Education Commission of 1882 according to the Government of India resolution to report on the whole question of education in the country, under the chairmanship of Sir William Hunter who was a member of the Viceroy's Executive Council. But the terms of reference to this commission were somewhat restricted because university and technical education was excluded from its purview. And government expressed that, the Commission should pay special attention to the subject of primary education to

to inquire particularly into the manner in which effect has been given to the principles of the Despatch of 1854.

The commission's report is a classical document which traces the development of modern education till 1882 and makes several useful recommendations.

It suggested many measures in the improvement and in the functioning of the <sup>Directorate</sup> ~~Department~~ of Education. It laid the foundation of a liberal grant-in-aid system from which private enterprise developed rapidly and brought about a large expansion of secondary and collegiate education which was the main cause of the appointment of the Calcutta University Commission <sup>of</sup> 1902. Most important recommendations of the Commission regarding primary education, were the turning point in the administration of primary education. It suggested the support of the local bodies in the development of primary education - the responsibility, control and administration of primary education should be transferred to local bodies - the District Board or Councils in rural areas and the municipalities in urban areas. And according to these recommendations Lord Ripon passed the Local-Self-Government Act in 1882, <sup>to</sup> transfer the administration of primary education to local bodies. It also suggested the pattern of high school classes. High schools should be of two avenues, one leading to the entrance examination of the university and the other for commercial, vocational course etc. Most of the recommendations were implemented although the pace of progress

was hindered by a period of financial stingency.

Indian University Commission - 1902

The second commission was appointed in 1902, The Indian Universities Commission, under the Chairmanship of Mr. Raligh. The commission was appointed by Lord Curzon to report on university education in India and to suggest university reforms. This was because during the period 1882-1902 there was a considerable expansion in the field of secondary education. It was due partly to the enthusiasm of private enterprise and partly to the system of grant-in-aid. This unwieldy expansion without proper consolidation had certain obvious defects. To overcome these defects the commission was appointed. The first Indian universities, Bombay, Madras and Calcutta - were established in 1857 according to the recommendation of the Wood's Despatch of 1854, and two more had been added in the interim ~~interim~~ period - Punjab 1882 and Allahabad in 1887. Since no comprehensive review of universities had been held for about half a century, it was felt necessary to appoint a commission to study the problem. The commission discouraged the opening of new universities and strongly pleaded for the reorganization of the existing universities.

Indian University Act of 1904 was passed. On the basis of the recommendations of this commission, secondary education came to be even more under the domination of the university.

Schools had to be recognised by the universities, jurisdiction of these universities should be delimited. Government empowered more control on <sup>uni-</sup>versity administration. It aroused a storm of controversy because the officials were trying to control universities on the ground that educated Indians were showing signs of political unrest and rebellion etc.

#### Calcutta University Commission - 1917-19

The third and the last commission before independence was appointed by the British Government, was the Calcutta University Commission in 1917 under the Chairmanship of the late Sir Michael Sadler. The commission presented a voluminous report in 1919. This commission was appointed to enquire<sup>e</sup> into the conditions and prospects of the University of Calcutta. It was dealing with many problems of secondary and university education. The Commission held the view that the improvement of university education could not be done without the simultaneous improvement of secondary education. Most important recommendations of the commission were as follows :

- (i) Intermediate, and not matriculation should be stage of entrance to the university.
- (ii) The new type of institution called Intermediate colleges should be established.
- (iii) A Board of Secondary and Intermediate Education consisting of the representatives of Government, University, High Schools and Intermediate College should be established with the powers for administration and control of secondary education.



The report of the commission remained largely unimplemented, but its findings <sup>are</sup> ~~is~~ very greatly influential on the development of higher education in the nineteen thirties.

#### University Education Commission - 1948-49

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This is fourth commission appointed after the independence. One of the first steps taken in the consideration of the higher education in India after the attainment of independence was the appointment of the University Education Commission in pursuance of the recommendations of the CABE and also of the Inter-university Board, the central government of India appointed a University Education Commission in 1948 under the chairmanship of Late Dr. S. Radhakrishnan. The report of the commission is a very valuable document which has influenced the entire development of higher education in the post-independence period. The establishment of University Grants Commission, the adoption of the three year degree course, the improvement recommendations which have since been implemented, and which have had a beneficial influence on an educational development.

#### The Secondary Education Commission - 1952-53

The fifth commission to be appointed was the Secondary Education Commission of 1952. Under the Chairmanship of Dr. Lakshmanaswami Mudalier. As the University Education Commission 1948 remarked, 'our secondary education remains the weakest link in our educational machinery and needs urgent reforms.' They also offered their ideas about the pattern of secondary

related to life.

The demands for a programme of secondary education suited to the national needs and the comprehensive programme of national reconstruction rose from all part of the country. The central Ministry of Education responded to this demand and on the recommendation of the Central Advisory Board of Education, appointed the Secondary Education Commission. It examined the problems of secondary education in great details and submitted a very valuable report in June, 1953. Regarding educational administration the commission emphasized that, 'In any scheme of educational reconstruction which envisages a large scale development of educational institutions of diverse varieties, it is necessary to consider carefully the administrative machinery that should be responsible for the spread of education and for its orderly development.' And the commission made the very important recommendations regarding the pattern of education at secondary level and suggestions regarding organization and administration of school education, e.g. establishment of a Board of Secondary Education, and council or committee for co-ordination of various department at central and state level.

Most of the recommendations of the commission were accepted and the Board of Secondary Education was established in the different states. The All India Council of Secondary Education was set-up in 1955.

Education Commission - 1964-66

Lastly and the Sixth Education Commission was appointed by the Government of India in 1964 under the Chairmanship of Dr.D.S.Kothari to survey the entire field of education and *it* suggested measures for its reconstruction in accordance with the national goals and objectives. As would be noticed, three of the five earlier commissions dealt with the university education, with school education and with the secondary education. There has been no commission so far which has dealt with all aspects of education and, therefore, this Commission was unique in the sense that for the first time in the educational history of India an Education Commission of such a comprehensive nature and with such comprehensive terms of reference was appointed by the Union Government. The commission has laid down the rate of progress for every stage of education during the next twenty years.

The Kothari Commission attaches great importance to the administrative pattern because it feels that the ultimate achievement of the qualitative and quantitative goals in education depends upon the qualitative and nature of the administrative structure.

The commission proposes that the educational administration of the country should have a democratic basis and this democracy should be given a legal status. At the centre and <sup>the</sup> state, there

should be National and State Boards of Education and District Boards of Education at district level. These bodies should have a legal status. It also advocated to start Indian Educational Service (IES) and establishment of National Staff College for Educational Administrators. The Commission has not laid down any dogmatic principles about centralisation or decentralisation. In fact, it proposes a harmonious combination of both according to the level and nature of education, power, control and functions proposed to be allocated to that agency which can satisfactorily utilise them for the ultimate aims and targets in education both as regards quality and quantity.

So the present study is based on these education commission's recommendations regarding educational administration and its implementation from 1854 to 1966. All these commissions moulded the educational policy and administration structure *from* time to time in India through the recommendations of these above mentioned commissions.

Some of the committees reports also are taken into consideration. Those related to the subject are as follows :

1. Report of the Hartog Committee - 1929
2. Report of the Post-war Educational Development in India - 1944 (or Sargent Report)
3. Report of the Kher Committee - 1952.
4. Balwantrai Mehta Committee - 1957.

~~As~~ <sup>The</sup> Sargent report pointed out that, 'No scheme of educational reconstruction will produce the desired result unless it is administered with vision and efficiency.

### Purpose of the Study

The present study is entirely related to the historical survey of the development of educational administration in India through the various commissions appointed between 1854 to 1966, to know how the present educational administration system gradually developed through the recommendations of the above mentioned commissions. It also discusses the development from the Department of Public Instruction upto the set-up of educational administrative machinery at Centre, State and District levels. It also describes how through the administrative machinery the different branches of Higher, Secondary and Primary education were administered, organised, controlled and supervised. It takes into account the role played by private enterprise and all India advisory bodies in the development of educational administration to study the development structure and pattern of education at different stages - primary, secondary and college levels.

Educational administration is a neglected study in India. Very few books and research studies are available on the subject, except some special reports, a few periodical surveys and scattered studies of educational administration in some parts of India. Very little literature purely on educational administration is available in this field. So it is hoped that this study would be of great benefit to the students of educational administration and will be a valuable contribution in the field of educational administration study.

The study included original recommendations of the different commissions, committees on the subject, because the original sources are now out of print and inaccessible to the average students of educational administration.

#### Limitations of the Study

The present study is an attempt to trace in detail the efforts that the nation has made to implement the recommendations of the various commissions. This research does not attempt to take any account of other branches of education. It does not also deal with the development of educational administration of each individual state in India. It is related to educational administration generally prevalent in India at the primary, secondary and university stage and educational administrative set-up at different levels - central level, state level and district level.

Its subject matter is primarily based on the commissions and committees reports, publications of the Government of India or Centre<sup>al</sup> Government, educational review, journals and vast amount of literature in the original documents which are available

#### The Methodology and Procedures

The nature of the present research is historical normative survey of administration. It is a study of the development of educational administration of the last hundred years from the

second half of the nineteenth century and the first half of the twentieth century (1854 to 1966). Therefore, the main tools of data collection are the documents, reports of the commissions, government publications, report of the committees appointed by the central government, educational journals, annual and quinquennial educational reviews and educational literature written either in or about this period e.g. related books etc.

The study uses both primary sources and secondary sources for collecting data. The main methods used are of interpretations. A variety of documents of educational nature is surveyed and interpreted. Original documents and Acts are studied from National Archives, central Institute of Education and NIE (National Institute of Education) Library at Delhi was personally visited to collect material to make the study as valid and comprehensive as possible.

#### Organization of the Chapters

The thesis is divided into eight chapters :

Chapter : I - Introduction

Chapter : II - Pattern of Education

It deals with <sup>the</sup> pattern of education and attempts to give the historical development of the pattern of education from primary to university level, how it developed into its present stages, through the recommendations of the Wood's Despatch 1854, Indian Education Commission - 1882, Calcutta University

Commission - 1917-19, University Education Commission - 1<sup>9</sup>48-49, Secondary Education Commission - 1952-53 and lastly the Education Commission - 1964-66 to decide the number of years devoted to school and college education, its structure and administrative set up at different levels.

### Chapter III - Educational Administration at Different Levels

The chapter has been divided into three parts :

#### Part I - Educational Administration at Central Level ,

This part is further divided into Sections. The Section I deals with historical development of Ministry of Education at Central level from 1813 to 1966. Section II gives a brief idea of present administrative set-up at central level.

#### Part II - Educational Administration at State Level

This part is also further divided into Sections like Part I. The Section I deals with the historical development at state level from 1854 to 1966 and Section II gives the view of present administrative machinery of the State Department of Education.

#### Part III - Educational Administration at Local Level

This part is dealing with the local level or Local Authority. It is divided into two sections. Section I discusses the historical development of local authority related with primary education administration from 1882 to 1966. Section II gives present administrative set-up at District level.



All these parts and sections of Chapter III give the detailed account of how these educational administrative development authorities developed, its origin, structure, administration and control through the recommendations from Wood's Despatch (1854) to Kothari Commission (1966).

#### Chapter IV - Educational Administration of Primary Education

This chapter is divided into two Parts, Part I deals with historical development of primary education from 1882 to 1966. Part II shows the present educational administration set up at district level, Gram Panchayat level and Zilla Parishad, Taluka level.

#### Chapter V - Educational Administration of Secondary Education

This chapter is also divided into two Parts. Part I discusses the historical development from 1854 to 1966, Part II deals with present educational administrative set-up and State level.

#### Chapter VI - Educational Administration of University Education

This chapter is divided into Three Parts. Part I deals with historical development of university administration according to the recommendations of Wood's Despatch 1854, Indian University Commission, 1902, Calcutta University Commission 1917-19, University Commission 1948-49 and Education Commission 1964-66.

Part II, University Administrative set up at different levels.

This part describes how university administration is carried out at central and state level and Part III introduces the internal government of the university or the university authority and administrative officers of the university. It discusses about legislation, the court, the syndicate, academic council, etc. and Chancellors, Vice-chancellor etc.

#### Chapter VII - Inspection of Schools

This chapter is also divided into two parts. Part I introduces how the present system of school inspection developed through the suggestions and recommendations of various commissions from 1854 to 1966. Part II deals with the present set up of Inspectorates Office at state level and district level.

#### Chapter VIII - Advisory Bodies

The chapter attempts to present the gradual development of all India advisory bodies of education, besides the Centre and State Education Department. There are several advisory bodies at the Centre and State level which stimulate the educational effort and provide a helping hand in the administration of education. Those important advisory bodies discussed in this chapter are :

(a) Central level :

- (i) Central Advisory Board of Education
- (ii) University Grants Commission
- (iii) NCERT

(b) State level :

- (i) The State Council of Education
- (ii) The Board of Secondary Education
- (iii) The State Board of School Education
- (iv) The State Board of Primary Education

(c) District level :

- (i) District School Board.
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