

Administration of Elementary Education

Uttar Pradesh

A STUDY IN RELATION TO UNIVERSALISATION OF
ELEMENTARY EDUCATION

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NEW DELHI

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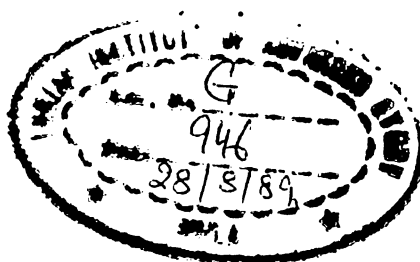
A Study in Relation to Universalisation of Elementary Education
1979

National Institute of Educational Planning and Administration
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Opinions expressed in the report are of the research team and do not necessarily reflect the views of the State Government.

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Foreword

The Directive Principle of State Policy, under Article 45 of the Indian Constitution adopted on 26th January, 1950 enjoined upon the state to provide free and compulsory elementary education to all children upto the age of 14 by 1960. This still remains a distant goal.

During the past three decades, there has been a phenomenal expansion of elementary education, as a result of which schooling facilities have become available at the primary stage (age-group 6-11) in rural areas to 92.8% of the children within a walking distance of 1 km., and to 97.85% within a distance of 2 kms. Middle stage schooling facilities (age-group 11-14) have been provided to 78.83% children within a distance of 3 kms. in rural areas. The enrolment at the primary stage, has increased from 191.5 lakh in 1950-51 to 701.3 lakh in 1977-78, covering 80.8% of children in the age-group 6-11. Similarly, the enrolment at the middle stage (age-group 11-14) has gone up from 31.2 lakh in 1950-51 to 174.9 lakh in 1977-78, constituting 38.4% of the total population in the age-group. The expenditure (direct) on elementary education has increased from Rs.44.11 crore in 1950-51 to Rs. 787.38 crore in 1975-76.

In spite of these achievements there continue to be great disparities in enrolment both within and between states; especially in rural and urban areas. The position of girls' education, and that of scheduled caste and scheduled tribes is also far from satisfactory. They are placed at the bottom in the matter of provision of educational opportunities. The findings of the Fourth All-India Educational Survey indicate that enrolments of girls at the primary (classes I-V) and middle stages (classes VI-VIII) are 38.74% and 32.80% of the total enrolments. In rural areas, the position of girls' education is even more discouraging. The enrolment of scheduled caste children at the primary stage (classes I-V) is only 14.62% and of the scheduled tribes 6.27% of

the total enrolment. The percentage of scheduled caste and scheduled tribe children at the middle stage (classes VI-VIII) is just 10.56 and 3.55 respectively of the total enrolment.

The major reasons for the non-achievement of the goal of universal elementary education have been the lack of adequate resources, parents' apathy to girls' education, involvement of children in various economic activities, illiteracy of parents and unprecedented increase in population, unsuitability of teaching-learning methods and system of examinations. The situation has been further aggravated by large scale drop-outs and grade repetition both at the primary and middle stages.

The Education Commission (1964-66), after a comprehensive study of all aspects of the problem of universalisation of elementary education, made the following recommendations:

- provision of school within an easy distance from the home of every child;
- enrolment of every child of the prescribed age into class I of a school through propaganda, persuasion and even penal action, if possible, and
- retention of every enrolled child in school till he reaches the prescribed age or completes the prescribed course.

While recommending these measures, the Commission was conscious of the fact that provision of opportunities represented only one stage towards universalisation of elementary education and was to be considered in relation to universal enrolment and universal retention. It, therefore, put equal premium on all the three stages, namely, universal provision of opportunities, universal enrolment of children in the age-group 6-14, and universal retention of those enrolled in schools. The Commission made a special reference to the qualitative aspect of elementary education keeping in view the fact that

the majority of children would not go beyond the elementary stage, and the type of education imparted to them would depend upon the socio-economic development of the country.

In order to examine the status of elementary education in the country, the Ministry of Education, Government of India, appointed a Working Group under the Chairmanship of Union Education Secretary during 1977 which, *inter alia*, recommended that administration of elementary education, especially in the educationally backward states, should be strengthened and streamlined for effective implementation of the programme of universalisation. The report identified eight states, namely, Andhra Pradesh, Bihar, Jammu and Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh, and West Bengal, which were considered to be educationally backward, as they accounted for 74% of non-enrolled children in the country. The group felt that the task faced by these states was most difficult and challenging and would require very special efforts on their part, including the toning up of the administrative machinery, involved in the programme implementation of the universalisation of elementary education.

Consequently, it was considered necessary to study in these states the administrative arrangements for implementing the programme of elementary education in terms of structures, personnel, policies and practices, and procedures for decision making at different levels. The responsibility of coordinating and guiding these studies was entrusted to the National Institute of Educational Planning and Administration (NIEPA), New Delhi. Assam was also included within the purview of the study at that stage. The project teams were constituted in each of the nine states under qualified project officers who were made responsible for conducting the studies in their respective states.

Prior to the starting of actual work in the states, a two-day's Workshop of the Project Officers was organised in NIEPA in November, 1978 in which the study objectives, the sample design, and the methodology of the study were discussed and finalised. The tools to be used by the state research teams were also finalised.

The project aimed to study the following objectives :

- to study the adequacy of the present administrative system for elementary education

in relation to the programme of universalisation of elementary education in states;

- to indicate on the basis of findings of the study, ways and means of strengthening and streamlining the administration of elementary education in states; and
- to suggest ways and means of coordinating the efforts of education department with other developmental agencies.

It was decided that two districts, one each from the third and fourth quartiles, should be selected after arranging all of them in the descending order of school enrolment. Furthermore, two blocks, one with the highest and another with the lowest enrolment from each district, were selected and six villages from each block were identified for in-depth study. Some variations in the sampling procedure were permitted keeping in view the special conditions of the states. For example, in the study of Rajasthan two more districts were chosen for giving representation to desert and tribal areas. On the other hand, in view of the vast size of Uttar Pradesh and Madhya Pradesh, the number of districts for the study was increased to four,

Project team in each state was advised to follow the format designed by NIEPA so that some uniformity was maintained and findings could be compared and interpreted for wider use.

In three states, namely, Madhya Pradesh, Rajasthan and West Bengal, the studies were initiated in November/December, 1978; whereas in other states, excepting Assam, the work on studies started from 1st June, 1979. The progress of the studies was regularly reviewed and monitored by NIEPA, through correspondence and visits to the project areas. The interim reports of Madhya Pradesh, Rajasthan and West Bengal were completed first. They were examined in a meeting attended by the Project Officers of the concerned states and other experts held on 13th April, 1979 in NIEPA. Other reports, excepting Assam, were considered in a meeting held in NIEPA on 3rd August, 1979. The Project Officers took note of the suggestions made during deliberations and included them in their final reports. The final reports were discussed and approved in a subsequent meeting held on 7-8 February, 1980 under the Chairmanship of Shri P. Sabanayagam, the then Education Secretary, Union Ministry of Education.

We are grateful to the State Governments concerned, especially officers dealing with the subject of elementary education at various levels, project staff, headmasters and teachers of sample schools, community leaders and others who participated in the study.

We would feel our efforts amply rewarded if these studies could help planners and policy-makers both at the national and state levels in strengthening and streamlining the educational administration in states selected for the study. We believe that the findings and recommendations of these studies would be of interest to other states in the sense that these could help them to improve their programmes in view of the experiences of sister states.

We are extremely grateful to Prof. M.V. Mathur, the former Director, NIEPA, for his professional support and personal interest in the conduct of this study without which it could not have been completed in time.

Our sincere thanks are due to Shri C.L. Sapra, Fellow, NIEPA, who acted as the Chief Coordinator of the Project. As Chief Coordinator, he prepared the design and tools of the study, provided on-the-spot guidance to the officers-in-charge of the participating states and monitored the study at all stages of its development. He was ably assisted by Mrs. Usha Nayar, Research/Training Associate, NIEPA, whose work especially in connection with the meetings of the Education Secretaries, Directors of Public Instructions (DPIs) and Project Officers in charge of the concerned states deserves mention.

Dr. K.D. Sharma, Associate Fellow, NIEPA, edited and prepared the final script of the study. We are thankful to him.

J. Veeraraghavan
Acting Director

Preface

In pursuance of the constitutional directive contained in Article 45 that free and compulsory education should be provided to all children upto the age of 14 years, the State Government have been striving hard through different five year plans to implement it on high priority basis. Progress made in this regard so far has though been considerable, the implementation of the directive remains a distant goal.

The Sixth Five Year Plan also accords the highest priority to the expansion and improvement of elementary education. Considering the populous character of our state, the magnitude of the task is tremendous and poses a formidable challenge to the planners. If the process of universalisation is to become a reality in the near future, its pace would have to be considerably accelerated. It will not only require an increased outlay in elementary sector but also an efficient discharge of responsibilities by all the functionaries to deal with the problems of rapid expansion.

It is in this context that the present study has been undertaken at the instance of the Ministry of Education and Social Welfare to find out the adequacy of the administrative machinery in the state in relation to the programme of universalisation. The National Institute of Educational Planning and Administration (NIEPA), New Delhi, has guided and supervised the study.

I am very grateful to Prof. M.V. Mathur, Director, NIEPA, and Prof. C.L. Sapra, Fellow, NIEPA who as the Chief Co-ordinator gave valuable guidance.

I owe gratitude to Sri G.K. Arora, Education Secretary for providing inspiration and encouragement. I record my special gratitude to Sri P.R. Chauhan, Director of Education for giving me this opportunity to undertake the study and for providing constant inspiration, guidance and support. I owe a special debt to Sri G.N. Misra, Joint Director of Education (Hills), for his immense help and contribution at all stages of work-planning implementation and writing of the report.

I am grateful to all those Deputy Directors, District Inspectors of Schools, Elementary Education Officers (Basic Shiksha Adhikaris), Deputy Inspectors, Sub-Deputy Inspectors (SDIs) headmasters, guardians and students who participated in this study by replying to the questionnaires, furnishing useful information during interview-schedules and visits to their offices/institutions and cooperating whenever additional information was sought from them. I also thank Sri K.K. Pathak, Head Assistant (Hills), for checking the plan figures and supplying other useful information.

I am deeply indebted to Sri S.N. Tripathi, Research Associate, for his untiring energy and devotion to work, without which the study could not have been completed. Sri G.P. Shukla other Research Associate, had to leave early to take up another assignment. I also thank Shri I.A. Rizivi, SDI, Bahraich for his assistance. My special thanks are also due to Sri R.K. Singh, Stenographer, for typing out the report.

Lucknow
December 31, 1979

G. B. Pant
Officer-in-charge

Introduction

1.01 The Constitution of India, Article 45, enjoins upon the State to provide free and compulsory education to all children up to 14 years of age. This goal should have been realised by 1960, within 10 years of the adoption of the Constitution. This, however, remains a distant reality. The National Policy Statement (1968), the Conference of Education Ministers of states and union territories (1977), both emphasised to take special measures for the speedy implementation of the universalisation of elementary education in the country.

1.02 The Working Group on Universalisation of Elementary Education (1978) has suggested the enrolment target in the age-group 6-11 at 110% for maintaining homogeneous age-cohort in classes I-V (as more than 11% of enrolment in this age-group in U.P. is below or above the age of eleven). Furthermore, the Group made two recommendations. First, all fresh enrolment to class I is restricted to age six only, and secondly, stagnation is reduced drastically and eventually eliminated so that every child who enters in class I is promoted to the next class till he completes class VIII. There should, however, be in-built mechanism of regular assessment and evaluation.

Expansion of Schooling Facilities

1.03 As a result of the priority accorded to the elementary education in the five-year plans, there has been great expansion of educational opportunities. The number of primary and middle schools from 6,595 by the end of the fourth year of the Fifth Plan has gone up to 80,171 (as per the Fourth Educational Survey). Similarly, the number of teachers at primary and middle stages has increased from 99,000 and 35,000 in 1960-61 to 2,47,000 and

90,000 in 1977-78. The Third Educational Survey (1973) found that unserved areas needed 13,380 primary and 6,000 junior high schools within the walking distance of 1.5 kms. in plains and 1 km in hilly regions; and a junior high school within 3 kms (school location norms require the provision of primary and middle level schooling facilities at a distance of 1.5 and 3 kms. respectively). The number of habitations that had lacked primary and middle level schooling facilities as per the norms was respectively 52,715 or 22.2% and 37,979 or 16% of the total habitations. (The Fourth Educational Survey observes that 84.10% and 88.96% habitations are served by primary schools up to a distance of 1 km, and 3 kms. respectively.) In 1977-78, there were 68,809 primary and 11,453 junior high schools in the state. In order to achieve the target, 8,994 primary and 5,541 junior high schools are to be set up during the Sixth Plan.

Enrolment

1.04 The overall targets of enrolment proposed for the Sixth Five-Year Plan for elementary education in Uttar Pradesh are presented in Table 1.1.

1.05 A study of the table reveals that an additional number of 41.81 lakh children in the age-group 6-14 is proposed to be brought to schools by 1982-83. During the past 27 years, Uttar Pradesh has been able to increase enrolment by 96.13 lakhs in the age-group 6-11 which means an average of about 3.6 lakh children every year. The increase in enrolment in the age-group 11-14 during the same period has been 21.73 lakhs, an average of about 0.8 lakh every year. Thus, the annual increase in enrolment of the age-group 6-14 in the

Table 1.1
Targets of Achievement by 1982-83

	<i>Enrolment in 1977-78 (in lakhs)</i>		<i>Enrolment to be achieved in 1982-83 (in lakhs)</i>		<i>Additional enrolment (in lakhs)</i>		<i>Percentage of age-group</i>			
	6-11	11-14	6-11	11-14	6-11	11-14	1977-78		1982-83	
							6-11	11-14	6-11	11-14
Boys	77.40	20.40	82.41	25.40	5.01	5.00	112	52	115	62
Girls	46.91	6.35	70.96	14.10	24.05	7.75	74	18	105	37
Total	124.31	26.75	153.37	39.50	29.06	12.75	94	36	110	50

Note: The Fourth Educational Survey (1978) has shown decline in the enrolment at the primary level.

past was 4.37 lakhs only. The strategy in the Sixth Plan is to provide full time and part time schooling facilities for covering 8.51 and 20.55 lakhs children respectively in the age-group 6-11. In the case of children in the age-group 11-14, full and part time schooling will be made available to 5.60 and 7.15 lakh children respectively. Taking into consideration the past achievement of increase in the enrolment in age-group 6-14, it would require tremendous efforts, both through formal and non-formal programmes for covering 41.81 lakh children in the Sixth Plan. (For districtwise details of enrolment targets in respect of age-groups 6-11 and 11-14 see Annexure II (ii).)

Girls Education

1.06 The status of girls education in Uttar Pradesh is a matter of great concern. According to 1971 census, the percentage of female literacy is 10.6 as against 31.5 of male literacy in the state. The percentage of schooling girls according to 1977-78 enrolment in the age-groups 6-11 and 11-14 is respectively 38 and 23 of the total enrolment. During the Sixth Plan, it is proposed to increase the enrolment in age-group 6-11 from 46.91 lakhs to 70.96 lakhs, and in the age-group 11-14 from 6.35 lakhs to 14.10 lakhs. In other words, an additional provision has to be made for 31.80 lakh children in the age-group 6-14 in the next plan. This indeed is quite a challenging task.

Enrolment Position of Scheduled Castes and Scheduled Tribes

1.07 The enrolment of scheduled caste children in the age-group 6-11 is proposed to be increased from 14.59 lakhs in 1977-78 to 15.73 lakhs in 1982-83 and that in the age-group 11-14 from 3.15 lakhs to 6.27 lakhs for the same period. Similarly, the enrolment of scheduled tribe children from 16,300 in 1977-78 to 19,300 in 1982-83, and that in the age-group 11-14 from 4,300 to 7,300 for the same period. In view of the slow increase in the enrolment of scheduled caste and scheduled tribe children up to the end of Fifth Plan, it is obvious that efforts have to be made for bringing and retaining them in schools.

Drop-outs

1.08 Experience has shown that the most difficult task in the universalisation of elementary education is the retention of the enrolled. Out of every 100 children admitted to class I only 39 reached class V, the incidence of drop-out being the highest in class I. In order to overcome this problem, incentives in the form of free textbooks, scholarships and uniforms have also been included. These are proposed to be extended further, especially, for girls and children coming from the weaker sections of the society.

1.09 The educational environment of schools is another factor in the early dropping out of children. In the Sixth Five-Year Plan, a provision has been made to construct 6,500 primary and 530 junior high schools and ensure such facilities as *tat patties*, tables, chairs, black boards, and other teaching aids. Wherever feasible, radio/transistor/and/or T.V. sets are proposed to be given to schools for supplementing the learning process by utilization of educational broadcasts.

1.10 In each district, at present, there is at least one normal school each for boys and girls to impart pre-service training for elementary school teachers. In all, there are 22 in-service training centres. In the Sixth Plan, it is proposed to extend in-service training programmes to every district so that teachers are acquainted with new content and methodology. Thus, their performance is improved. The responsibility for developing the content of pre-service and in-service training will be that of the State Institute of Education. The Regional Institutes will, however, help in incorporating components that are of regional character but relevant in improving the quality of teachers. All divisions which do not have the regional institutes would be provided with one such institute at the headquarter. In each district the normal school will also be strengthened with additional science equipment, library and teaching aids.

1.11 Under the U.P. Basic Education Act, 1972, Basic Shiksha Parishad was set up to control and administer basic schools. The Basic Shiksha Parishad is a corporate body with the Director of Education as the ex-officio chairman. It has 10

members which include Principal, State Institute of Education (SIE), President of Nagarpalika (1), Presidents of Zila Parishads (2), Nagar Pramukh (1), Educationists (2), Finance Secretary, Secretary Intermediate Board and President of Elementary Teachers' Association (unique feature of the Parishad being the representation of the teacher in it).

Qualitative Improvement

1.12 The content and quality of education are interrelated with universalisation. Without qualitative improvement all efforts for universalisation will be jeopardized. Hence, it is proposed to improve the quality of elementary education in U.P. during the Sixth Plan through the improvement of curriculum, better science education, introduction of socially useful productive work and in-service education of teachers.

Conclusion

1.13 The task of universalisation of elementary education needs a well thought out strategy. The most important step in this direction would be to streamline and strengthen the present administrative set-up of the elementary education in the state. As the administration of elementary education is of vital importance, it has been considered necessary to study the present administrative system of elementary education scientifically and determine ways and means to make it more responsive to the present needs and requirements. It is in this context that this study of administration of elementary education in relation to the programme of universalisation, is of special significance.

Objectives of the Study

2.01 In order to accomplish the tasks related to elementary education as stipulated in the Sixth Plan of Uttar Pradesh (U.P.), appropriate mobilisation of human and organisational resources will be required at all levels. For this purpose, the administration of elementary education has to be properly streamlined and sufficiently strengthened. This is possible only after detailed and in-depth study of the existing administrative arrangements for elementary education in Uttar Pradesh is made. The present study, therefore, aims at identifying the areas where streamlining and strengthening of the administration of elementary education in U.P. is needed for achieving better results in implementation of universalisation of elementary education.

2.02 The objectives of this study are:

- (a) to study the adequacy of the present administrative system of elementary education in relation to the programme of universalisation of elementary education in Uttar Pradesh;
- (b) to indicate, on the basis of findings of the study, ways and means of strengthening and streamlining the administration of elementary education in U.P. for the successful implementation of the programme of universalisation of elementary education;
- (c) to suggest ways and means of coordinating the efforts of the education department with other developmental agencies in U.P. and universalisation of elementary education; and
- (d) to suggest the framework for the decentralisation of elementary education adminis-

tration in U.P. so that on-the-spot decisions could be taken and full involvement of the community in the programme is ensured.

2.03 The adequacy of the present administrative structure and system of elementary education in U.P. can be properly studied only in relation to the tasks that it has to perform. Various operational tasks which the administration of elementary education would be required to perform in U.P. during the Sixth Plan in regard to the programme of universalisation at various levels include:

- (a) identification of non-enrolled, drop-outs and non-attending children; places where new schools or non-formal education centres may be established; children for whom incentives are to be provided, and determination of procedures for timely distribution of incentives to needy children;
- (b) assessment of teacher requirements for their pre-service training and formulation of the in-service training programmes of teachers for the qualitative improvement of elementary education;
- (c) arrangement for providing necessary physical facilities in the schools;
- (d) arrangement for management and supervision of schools;
- (e) mobilization of community resources;
- (f) adoption of measures for improvement of the quality of elementary education;

- (g) establishment of an in-built system of monitoring and evaluation of enrolment; cation department with other developmental agencies.
- (h) arrangement for the in-service training of educational administrators from block to state level; and 2.04 Keeping in view the various operational tasks enumerated above, an attempt has been made here to study the existing administrative system of elementary education in U.P. and its various levels, viz. village, block, district, division and state.
- (i) arrangement for the coordination of the edu-

Sample, Tools and Techniques

3.01 The guidelines given by the National Institute of Educational Planning and Administration (NIEPA), New Delhi were kept in view for selecting the sample and finalising tools and techniques to be used in the study.

SAMPLE

3.02 The state of Uttar Pradesh has 56 educational districts which are co-terminus with revenue districts. For planning purposes, the state has been divided into five zones, namely eastern zone (15 districts), western zone (19 districts), central zone (9 districts), hill zone (8 districts), and Bundelkhand zone (5 districts).

3.03 The guidelines provided for choosing two districts from each state, one each from the third and fourth quartiles, after arranging all the 56 districts in a descending order in relation to the school enrolment. But in view of the large size of the state the number of districts for study purposes was increased to four, the selected districts included were two each from the third and fourth quartiles arranged in descending order in relation to school enrolment in the age-group 6-11, i.e. classes I-V. (For details of the ranking order of districts see Annexure II.) Two blocks from each four sample districts, one having higher and the other with lower enrolment, were identified. In order to give representation to the scheduled tribe population, one more block (in Bahraich district) having concentrated population of this group was also included. Finally, two or three villages from each block were selected for the intensive study. The four districts included in the sample had no nonformal education centre functioning at the time of study. Therefore, two centres from Unnao district, one each for men and women, was identified for in-depth study.

3.04 Thus, the sample of four districts, nine blocks and villages decided for the study is shown in Table 3.1.

3.05 In all 24 villages were the focus of in-depth study of which nine had middle (senior basic) and each had 24 primary (junior basic) schools.

3.06 All the key functionaries at the district and block levels dealing with elementary education, such as District Inspector of Schools, District Elementary Education Officer (Zila Basic Shiksha Adhikari), Additional Elementary Education Officer (Women), Deputy Inspector of Schools (Boys and Girls), Sub-Deputy Inspector of Schools and Assistant Inspectress of Girls Schools and headmasters of the selected schools were covered in the study.

TOOLS AND TECHNIQUES

3.07 A number of tools and techniques were used to study the existing system of administration of elementary education. These among others included:

- (a) a detailed study of the educational code, administrative instructions and departmental regulations regarding the functions of various administrative personnel at different levels;
- (b) collection of basic data relating to job-chart of administrative functionaries in the sample areas;
- (c) observation of the functioning of various categories of administrative personnel;
- (d) interviews with a view to obtain information about the functions performed by various categories of administrative personnel;

UTTAR PRADESH



Table 3.1

**Number of Primary and Junior High Schools in
the Sample by District, Block and Village**

District	Block	Village having			Number of schools
		Primary schools classes I-V	Number of primary schools	Junior high schools classes VI-VIII	
Almora	Chaukhutia	Chandikhet	2	* Chandikhet	1
		Chinauni	1		
	Hawalbagh	Kayala	1	Kurchaun	1
		Kurchaun	1		
		Mahatgaon	1		
Bahraich	Belaha	Dhaulti	2	Kanchhar	2
		Kanchhar	2		
	Bisheshar-ganj	Balsinghpur	1		
		Gaighat	2	Gaighat	1
		Lalbojhi	1		
	Sirria	Bhachkahwa	1		
		Motipurkalan	1	Motipurkalan	1
Hamirpur	Panwari	Kanaura	1		
		Panwari	4	Panwari	2
		Saura	1		
	Sumerpur	Atrar	2		
		Ingohata	2	* Ingohata	2
		Ujnerhi	2	Ujnerhi	1
Mainpuri	Kuravali	Ashokpur	1		
		Gangapur	1		
		Lakhaura	2	Lakhaura	1
	Madanpur	Sendalpur	1		
		Tonadasi	2		
		Ukhrend	2	Ukhrend	1
			36		13

* Classes I-VIII, shown both in primary and junior high school.

- (e) administration of interview schedules to a selected sample of functionaries for eliciting information as to how various tasks are being performed by them and what are their suggestions to perform them more effectively; and
- (f) discussions regarding necessary steps for strengthening and streamlining administration of elementary education in the state.

3.08 On the basis of schedules provided by NIEPA, separate schedules were developed for various functionaries at the village, block and state levels. These were used to obtain information about enrolled, non-enrolled, non-attending and

drop-out children in the age-group 6-14, functioning of school improvement committees, physical facilities in schools, appointment of teachers, various aspects of inspection and supervision of schools, administrative arrangement for opening of new schools, creation of posts, release of grants, etc.

3.09 Besides getting information through the schedules, the above functionaries were also interviewed in order to know their opinions and suggestions on the various tasks performed by them for improving the existing administrative structure and system of elementary education in relation to the programme of universalisation (For details of tools used in study see Annexure III).

Analysis of Data

4.001 The analysis of primary data collected from sample villages of nine blocks of 4 districts is as follows (For detailed description of the existing status of educational administration see Annexure IV).

I VILLAGE LEVEL

4.002 All the 24 sample villages were covered. Data were collected in respect of each village through questionnaires and interview schedules. The interview schedule was also administered to the heads of the schools. Discussions were held with prominent villagers such as pradhans (village chiefs) and parents in order to ascertain their views about the problems related to universalisation of elementary education. On the basis of data collected through the data sheets, interview schedules, observations and discussions, the position of administrative practices in relation to the universalisation of elementary education at the village level, is dealt as under.

Census of Children

4.003 The headmasters of the sample schools reported that census of children in the age-group 6-11 was made every year. The examination of school records, however, showed that in most of the cases information collected was incomplete and never used for increasing the enrolment. During 1978-79, census of children in the age-group 6-14 was again taken in connection with the Fourth all India Educational Survey. This census did not include details about the head of the family, number of family members, their occupation, specific cases of drop-outs, non-enrolled children, etc.

Educational Background of Headmasters of Elementary Schools

4.004 Data on educational background revealed that 14% of the headmasters were graduate/post-

graduate, 27% intermediate, and 13% middle high school. All of them were trained and majority (84%) had put in 10 to 33 years of service.

Identification of Drop-outs

4.005 In the absence of regular system of family-wise census, the number of drop-outs in each family could not be ascertained. The headmasters reported that it was only during enrolment drive that drop-outs were contacted, and persuaded through parents, influentials of the community and the educated persons for re-enrolling. These efforts were generally casual and had little effect in minimising the drop-out rate.

4.006 The analysis of drop-out data based on 196 children and collected through the special effort of headmasters showed that 77% of the drop-outs belonged to the agriculture class, 15% to the labour class, and 8% to the business community. The majority of drop-outs were from economically backward classes; the average monthly income of 48% families was between Rs. 50-100, and 40% were in the income range of Rs. 100-200. Only 12% families were earning on an average more than Rs. 200 per month.

4.007 Reasons for dropping out of children were diverse. Out of 196 drop-outs, 132 left schools on economic grounds, 49 for assisting their parents at home, 7 owing to bad health and 8 for other miscellaneous reasons. Specific activities in which drop-outs participated were: agriculture work (37%), cattle grazing (13%), family chores (38%), undertaking work on daily wages (11%) and doing petty business (1%).

Identification of Non-enrolled Children

4.008 In the absence of a regular system of taking census of children in the age-group 6-14, it

was difficult to identify non-enrolled children at the village level. On the basis of information collected in the Fourth Educational Survey, the position of non-enrolled children is presented in Tables 4.1 to 4.3.

4.009 Table 4.1 shows the position of non-enrolled children in the age-group 6-11 of the sample primary schools. The overall percentage of non-enrolled children was the highest (above 60%) in the primary school of Bachkahwa in Sirsia block, Saura in Panwari block, and Atrar in Sumpaur block. Non-enrolment of girls, excepting two blocks Chaukhutia and Howalbagh, was found quite low when compared with boys in the same age-group. As it could be observed from the table, the percentage of non-enrolment in boys ranged between 0 and 74, whereas this variation was between 0 and 91 in case of girls.

4.010 The combined strength of scheduled caste and scheduled tribe children not enrolled in the primary school is presented in Table 4.2 which shows that all the eligible children in Chaukhutia and Howalbagh, district Almora, were attending the school. The reason for this situation could be the very small number of children who were to be enrolled. However, in general, in the case of girls' enrolment the position was similar to that of the national trend. The percentage of non-enrolment boys ranged between 0 and 67 and that of girls was between 0 and 98.

4.011 The position of enrolment in the age-group 11-14 (classes VI-VIII) is given in Table 4.3 which shows that the percentage of non-enrolment in boys and girls varied between 0 and 96, and 6 and 100 respectively. Except in the Junior High School, Kurchaun, girls lagged far behind than their counterparts in the matter of enrolment. In general, the percentage of non-enrolment in scheduled caste and scheduled tribe children was higher than in other children. There were only three junior high schools out of 13, namely, in Kanchhar, Ujnerhi and Ingohata where enrolment of scheduled caste and scheduled tribe children was higher as compared with other children.

4.012 Tables 4.1 to 4.3 reveal that percentage of non-enrolled girls in all age groups 6-11 and 11-14 was generally higher. This could be explained due to poverty and apathy of parents to send their girls to schools. Furthermore, the position of scheduled

caste and scheduled tribe children was improving as parents were becoming aware of the social and economic gains of education. This suggests the need for greater attention to the girls' education.

Enrolment Trends

4.013 The position of enrolment in the sample primary schools as on April 30, 1976, 1977, 1978 and September 30, 1978 is given in Table 4.4.

4.014 In Table 4.4 is shown the percentage increase and decrease in enrolment in the sample primary schools. The enrolment figures were compared with the enrolment of the previous year. In the schools of Hamirpur district, the general trend of increase in enrolment was observed. This increase however, was not very high. The increase and decrease trends in the schools of other districts did not seem to be consistent. According to many headmasters, decrease in enrolment was the consequent of the setting up of new schools in the neighbourhood. There were other headmasters who ascribed this phenomenon to the collection of one rupee collection per quarter during 1976-77. This explanation could be considered partially true. As a matter of fact, this collection prevented teachers from misreporting and giving inflated enrolment.

4.015 The position of enrolment in the sample junior schools as on April 30, 1976, 1977, 1978 and September is presented in Table 4.5.

4.016 As we may observe from Table 4.5, generally no systematic trend in enrolments was discernible in most of the junior high schools. The junior high schools of Lakhaura had the highest increase in enrolment of children, except between April 1977-78 when slight decrease in enrolment was observed. Five schools, two at Bahraich and three at Hamirpur districts, increased their enrolment regularly. This increase, however, was not very impressive. The spectrum of variation reflects that systematic efforts by school were required to improve the enrolment.

Average Attendance

4.017 The average attendance in respect of all sample institutions, primary and junior high schools is given in Tables 4.6 and 4.7.

4.018 Table 4.6 contains the figures of total enrolment and average attendance of 6-11 years age-

Table 4.1

**Number of Children in the Age-group 6-11 not Enrolled in Sample Primary Schools as on
September 30, 1978**

District/Village	Number of primary schools	Population on the basis of the Fourth Educational Survey			Position of non-enrolled children			Percentage of non- enrolled children		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Almora										
Chandikhet	2	45	46	91	10	1	11	22	2	12
Chinauni	1	28	13	41	3	2	5	11	15	12
Kayala	1	19	14	33	3	1	4	16	7	12
Kurchaun	1	35	28	63	3	2	5	9	7	8
Mahatgaon	1	37	41	78	0	0	0	0	0	0
Bahraich										
Balsinghpur	1	90	58	148	23	53	76	26	91	51
Bhachkahwa	1	16	10	26	8	8	16	50	80	62
Dhaulti	2	19	20	39	9	12	21	47	60	54
Gaighat	2	182	133	315	0	87	87	0	65	28
Kanchhar	2	65	55	120	4	35	39	6	64	32
Lalbojhi	1	34	26	60	8	23	31	24	88	51
Hamirpur										
Atrar	2	256	236	492	189	195	384	74	83	78
Ingohata	2	492	445	937	147	285	432	30	64	46
Kanaura	1	38	25	63	8	12	20	21	48	32
Panwari	4	504	458	962	24	203	227	5	44	24
Saura	1	130	124	254	71	95	166	55	77	65
Ujnerhi	2	92	78	170	29	39	68	32	50	40
Mainpuri										
Ashokpur	1	66	61	127	10	29	39	15	48	31
Gangapur	1	61	56	117	44	24	68	72	43	58
Lakhaura	2	217	200	417	74	145	219	34	72	53
Sendalpur	1	69	63	132	18	22	40	26	35	30
Tonadasi	1	69	63	132	9	40	49	13	63	37
Ukhrend	2	152	141	293	27	72	99	18	51	34

Table 4.2

**Number of Scheduled Caste and Scheduled Tribe Children in the Age-group 6-11 not
Enrolled in Sample Primary Schools as on September 30, 1978**

District/Village	Number of primary schools	Population of SC and ST children in the age-group 6-11			Population of non- enrolled SC and ST children as on Sep- tember 30, 1978			Percentage of non- enrolled children		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Almora										
Chandikhet	2	3	0	3	0	0	0	0	0	0
Chinauni	1	7	7	14	0	0	0	0	0	0
Kayala	1	5	1	6	0	0	0	0	0	0
Kurchaun	1	5	3	8	0	0	0	0	0	0
Mahatgaon	1	5	3	8	0	0	0	0	0	0
Bahraich										
Balsinghpur	1	6	9	15	0	7	7	0	70	47
Bhachkahwa	1	16	10	26	8	8	16	50	80	62
Dhaulti	2	4	2	6	2	1	3	50	50	50
Gaighat	2	22	15	37	6	12	18	28	80	49
Kanchhar	2	7	8	15	2	5	7	29	62	47
Lalbojhi	1	5	3	8	0	2	2	0	67	25
Motipur Kalan	1	38	33	71	0	28	28	0	90	39
Hamirpur										
Atrar	2	25	11	36	4	3	7	16	27	19
Ingohata	2	96	60	156	8	42	50	8	68	32
Kanaura	1	18	12	30	6	10	16	33	83	53
Panwari	4	191	160	351	39	108	147	20	67	42
Saura	1	60	52	112	31	51	82	52	98	73
Ujnerhi	2	18	12	30	1	7	8	6	58	27
Mainpuri										
Ashokpur	1	7	6	13	1	2	3	14	33	23
Gangapur	1	3	2	5	2	0	2	67	0	40
Lakhaura	2	35	32	67	5	26	31	14	81	46
Sandalpur	1	5	4	9	0	0	0	0	0	0
Tonadasi	1	10	9	19	4	6	10	40	67	53
Ukhrend	2	36	34	70	10	23	33	28	68	47

SC = Scheduled caste.

ST = Scheduled tribe.

Table 4.3

**Number of Children in the Age-group 11-14 not Enrolled in Sample Junior
High Schools as on September 30, 1978**

District/Village	Number of junior high schools		Population in age-group 11-14 according to the Fourth Survey			Position of non-enrolled children			Percentage of non-enrolled children		
			Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Almora											
Chandikhet	1	All	12	10	22	0	10	10	0	100	45
		SC	5	3	8	5	3	8	100	100	100
Kurchaun	1	All	18	17	35	17	1	18	94	6	51
		SC	12	14	26	10	10	20	83	71	76
Bahraich											
Gaighat	1	All	103	73	176	51	65	116	50	80	66
		SC	15	11	26	8	11	19	53	200	73
Kanchhar	2	All	37	30	67	25	24	49	68	80	73
		SC	5	5	10	2	4	6	40	40	60
Motipur Kalan	1	All	22	18	40	8	18	26	36	100	65
		SC	22	18	40	8	18	26	36	100	65
Hamirpur											
Ingohata	2	All	220	200	420	86	160	246	39	80	59
		SC	45	40	85	6	16	22	13	40	26
Panwari	2	All	288	246	534	58	142	200	20	58	37
		SC	142	102	244	17	94	111	12	92	45
Ujnerhi	1	All	36	31	67	13	18	31	36	58	46
		SC	18	12	30	2	8	10	11	67	33
Mainpuri											
Lakhaura	1	All	123	108	231	53	95	148	43	88	64
		SC	15	13	28	3	13	16	20	100	57
Ukhrend	1	All	86	76	162	48	61	109	56	80	67
		SC	21	19	40	6	19	25	29	100	62

Table 4.4

**Enrolment Showing Increase/Decrease in Sample Primary Schools as on April 30, 1976, 1977
1978 and September 30, 1978**

<i>District/Village</i>	<i>Number of primary schools</i>	<i>Enrolment as on April 30, 1976</i>	<i>April 30, 1977</i>	<i>I/D</i>	<i>Enrolment as on April 30, 1978</i>	<i>I/D</i>	<i>September 30, 1978</i>	<i>I/D</i>
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Almora								
Chandikhet	2	405	394	—1.7	413	+4.8	385	— 6.7
Chinauni	1	62	62	0.0	65	+4.8	69	+ 6.1
Kayala	1	44	53	+20.4	54	+3.7	64	+18.5
Kurchaun	1	155	151	—1.9	157	+3.9	173	+10.2
Mahatgaon	1	114	116	+1.7	120	+2.5	427	+5.0
Bahraich								
Balsinghpur	1	63	53	—15.8	72	+35.8	72	0.0
Bhachkahwa	1	39	35	—10.2	38	+8.5	50	+31.5
Dhauli	2	126	195	+54.8	118	—39.5	193	+64.1
Gaighat	2	164	184	+12.9	182	—1.0	246	+35.1
Kanchhar	2	130	120	—7.6	186	+55.0	335	+44.4
Lalbojhi	1	0	0	0.0	53	0.0	29	—45.2
Motipurkalan	1	115	131	+13.9	127	—3.0	135	+6.2
Hamirpur								
Atrar	2	85	93	+9.4	101	+8.6	108	+6.5
Ingohata	2	417	458	+9.8	483	+5.4	505	+4.5
Kanaura	1	43	49	+13.9	51	+4.0	55	+7.8
Panwari	4	653	689	+5.5	702	+1.8	735	+4.7
Saura	1	71	77	+8.4	81	+5.1	88	+9.8
Ujnerhi	2	81	89	+9.8	93	+4.4	102	+9.6

(Contd.)

Table 4.4 (Continued)

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Mainpuri								
Ashokpur	1	182	200	+9.9	204	+2.0	202	-1.0
Gangapur	1	53	50	-5.6	58	+16.0	58	0.0
Lakhaura	2	343	280	-18.4	275	-1.8	284	+3.3
Sendalpur	1	124	98	-21.0	116	+18.4	137	+18.1
Tonadasi	1	89	73	-17.9	99	+35.6	98	-1.0
Ukhrend	2	218	202	-7.3	288	+42.5	288	0.0

I/D—Increase/Decrease in enrolment in percentage.

Table 4.5

**Enrolment Showing Increase/Decrease in Sample Junior High Schools as on April 30, 1976
1977, 1978, and September 30, 1978**

<i>District/Village</i>	<i>Number of JHS</i>	<i>Enrolment as on April 30, 1976</i>	<i>April 30, 1977</i>	<i>I/D</i>	<i>April 30, 1978</i>	<i>I/D</i>	<i>September 30, 1978</i>	<i>I/D</i>
Almora								
Chandikhet	1	51	50	—2.0	53	+6.0	55	+3.7
Kurchaun	1	92	98	+7.6	68	—30.6	74	+8.8
Bahraich								
Gaighat	1	122	130	+6.5	136	+4.6	159	+16.9
Kanchhar	2	231	238	+3.0	241	+1.3	259	+7.5
Motipurkalan	1	Opened in 1977-78			12	0.0	14	+16.6
Hamirpur								
Ingohata	2	168	173	+3.0	176	+1.7	182	+2.9
Panwari	2	574	582	+1.4	589	+1.2	606	+2.9
Ujnerhi	1	58	60	+3.0	63	+5.0	65	+3.2
Mainpuri								
Lakhaura	1	188	224	+19.1	219	—2.2	291	+32.9
Ukhrend	1	123	119	—3.2	145	+21.8	144	—0.7

I/D Increase/decrease in enrolment percentage.
JHS Junior high school.

Table 4.6

Average Attendance in Sample Primary Schools from September 1978 to December 1978

<i>District Village</i>	<i>Number of primary schools</i>	<i>ENR Sept. 1978</i>	<i>AA Sept. 1978</i>	<i>ENR Oct. 1978</i>	<i>AA Oct. 1978</i>	<i>ENR Nov. 1978</i>	<i>AA Nov. 1978</i>	<i>ENR Dec. 1978</i>	<i>AA Dec. 1978</i>	<i>Percentage of AA</i>
Almora										
Chandikhet	2	385	365	385	370	404	387	406	391	96
Chinauni	1	69	66	69	65	74	64	75	68	92
Kayala	1	64	63	63	61	63	62	63	62	98
Kurchaun	1	173	160	173	160	172	158	174	169	93
Mahatgaon	1	127	114	127	120	127	120	128	117	93
Bahraich										
Balsinghpur	1	72	51	72	53	72	53	72	53	76
Bhachkahwa	1	50	42	50	42	50	42	50	42	84
Dhauli	2	193	160	193	162	193	165	193	166	84
Gaighat	2	246	282	246	203	246	204	246	286	83
Kanchhar	2	335	290	335	296	335	296	335	296	87
Lalbojhi	1	29	27	48	41	49	41	49	47	89
Motipurkalan	1	135	100	135	102	135	102	135	103	75
Hamirpur										
Atrar	2	108	102	106	98	107	95	108	102	93
Ingohata	2	505	494	505	495	506	498	506	492	98
Kanaura	1	55	51	55	52	55	53	55	52	95
Panwari	4	735	723	729	725	734	728	735	721	99
Saura	1	88	83	87	82	88	85	88	84	95
Ujnerhi	2	102	97	104	95	104	98	104	101	94
Mainpuri										
Ashokpur	1	202	193	201	189	202	183	202	187	93
Gangapur	1	58	49	60	47	68	51	59	46	81
Lakhaura	2	284	267	284	262	286	261	286	266	93
Sendalpur	1	137	108	137	123	138	108	138	127	85
Tonadasi	1	98	86	98	90	97	88	98	95	92
Ukhrend	2	289	266	290	274	290	271	292	272	93

ENR: Enrolled children.

AA: Average attendance.

group children of primary schools. The average attendance ranged from 76 to 90 per cent. The examination of school registers revealed that in most of the cases the attendance was not properly marked. It was also noticed that the incidence of absenteeism was higher in lower classes in comparison to the upper classes.

4.019 Table 4.7 indicates that at the junior high school level, the average attendance ranged

from 87 to 98. It also shows that the trend of truancy or absenteeism among children decreased as they advanced from lower to higher classes.

4.020 Schooling Facilities

The distance which is covered by children in age-groups 6-11 (classes I-VIII) to reach their respective institutions is presented in Tabla 4.8.

Table 4.7

Average Attendance in Sample Junior High Schools from September 1978 to December 1978

<i>District/Village</i>	<i>Number of junior high schools</i>	<i>ENR</i>	<i>AA</i>	<i>ENR</i>	<i>AA</i>	<i>ENR</i>	<i>AA</i>	<i>ENR</i>	<i>AA</i>	<i>Percentage of AA</i>
		<i>Sept. 1978</i>	<i>1978</i>	<i>Oct. 1978</i>		<i>Nov. 1978</i>		<i>Dec. 1978</i>		
Almora										
Chandikhet	1	55	51	55	52	55	53	55	51	94
Kurchaun	1	74	73	75	70	75	71	77	74	95
Bahraich										
Gaighat	1	159	142	159	145	159	146	159	150	92
Kanchhar	2	259	238	259	240	259	242	259	247	93
Motipurkalan	1	14	12	14	11	14	13	14	12	86
Hamirpur										
Ingohata	2	182	178	183	175	133	177	182	173	96
Panwari	2	606	601	606	581	606	590	606	593	98
Ujnerhi	1	65	62	67	63	65	62	65	63	95
Mainpuri										
Lakhaura	1	291	273	291	255	255	256	292	260	98
Ukhrend	1	144	130	144	126	145	118	144	126	87

Note: Inter colleges and continuation classes having class VI-VIII also included.

Table 4.8

**Distancewise Enrolment in the Age-group 6-11
in Primary Schools of Sample Villages**

<i>District Villages</i>	<i>Number of primary schools</i>	<i>Enrolled as on Sept. 30, 1978</i>	<i>0 km</i>	<i>0-1 km</i>	<i>1-1.5 km</i>	<i>1.5-2 kms</i>	<i>2-3 kms</i>	<i>above 3 kms</i>
Almora								
Chandikhet	2	385	80	232	45	7	21	0
Chinauni	1	69	36	18	15	0	0	0
Kayala	1	64	29	10	24	0	0	1
Kurchaun	1	173	58	95	15	0	0	5
Mahatgon	1	127	78	49	0	0	0	0
Bahraich								
Balsinghpur	1	72	18	28	26	0	0	0
Bhachkahwa	1	50	10	0	0	25	15	0
Dhauli	2	193	18	175	0	0	0	0
Gaighat	2	246	126	110	10	0	0	0
Kanchhar	2	335	56	102	106	68	3	0
Lalbojhi	1	29	14	15	0	0	0	0
Motipur-Kalan	1	135	43	76	0	16	0	0
Hamirpur								
Atrar	2	108	108	0	0	0	0	0
Ingohata	2	505	505	0	0	0	0	0
Kanaura	1	55	43	12	0	0	0	0
Panwari	4	735	735	0	0	0	0	0
Saura	1	88	88	0	0	0	0	0
Ujnerhi	2	102	102	0	0	0	0	0
Mainpuri								
Ashokpur	1	202	128	74	0	0	0	0
Gangapur	1	58	49	9	0	0	0	0
Lakhaura	2	284	115	148	21	0	0	0
Sendalpur	1	137	92	45	0	0	0	0
Tonadasi	1	98	78	20	0	0	0	0
Ukhrend	2	289	117	75	2	84	11	0
Total								
		4,539	2,726 (60.0%)	1,293 (28.5%)	264 (5.8%)	200 (4.4%)	50 (1.1%)	6 (0.2%)

4.021 Table 4.8 shows that for 60% children in the sample primary schools, the schooling facilities were available in the same village. The percentage of children who walked more than 1 km and 1.5 kms was 6 and 5 respectively. Only 0.2% children had to travel a distance of more than 3 kms for reaching their schools.

4.022 The position of schooling facilities as made available for the children age group of 11-14 are indicated in Table 4.9.

4.023 From Table 4.9, we may observe that out of 1,849 children in that age group 760 (41%) had schools in their own villages, 219(12%) covered a distance between 0-1 km, 197(11%) 1-2 kms,

339(18%) 2-3 kms and 245(13%) 3-5 kms in order to reach their schools. The percentage of children for whom schools were located at a distance of more than 5 kms was only 5.1.

Scholarships

4 024 The scholarships to scheduled caste and scheduled tribe children were made available through the Harijan and Social Welfare Department in primary and junior high schools. These scholarships were limited, and the poor children benefited. At the primary stage, the scholarship amount ranged from Rs. 3 to 5 per month and at the junior high school it was Rs. 5 per month.

Table 4.9

Distancewise Enrolment in the Age-group 11-14 in Junior High Schools of Sample Villages

<i>District/ Village</i>	<i>Number of junior high schools</i>	<i>Enrolment as on Sept. 1978</i>	<i>0 km</i>	<i>0-1 km</i>	<i>1-2 kms</i>	<i>2-3 kms</i>	<i>3-5 kms</i>	<i>5 kms and above</i>
Almora								
Chandikhet	1	55	45	5	3	2	0	0
Karchaun	1	74	18	0	6	35	14	1
Bahraich								
Gaighat	1	159	60	71	12	9	6	1
Kanchhar	2	259	18	21	39	83	95	3
Motipurkalan	1	14	7	0	0	6	1	0
Hamirpur								
Ingohata	2	182	174	0	0	8	0	0
Panwari	2	606	334	0	36	55	97	84
Ujnerhi	1	65	36	0	17	12	0	0
Mainpuri								
Lakhaura	1	291	39	75	63	85	29	0
Ukhrena	1	144	29	47	21	44	3	0
Total								
		1,849	760 (41%)	219 (12%)	197 (11%)	339 (18%)	245 (13%)	89 (5%)

4.025 Besides above, the Education Department of the State also provided merit scholarships at the junior high school level. The award was made on the basis of the examination held at the beginning of each session in every district. The selected candidates received scholarships of Rs. 5 per month for three years (classes VI-VIII). In the sample primary schools, there were 12 scholarships for 4,539 children and 36 in the case of 1,849 children of sample junior high schools (For details see Annexure V).

4.026 Apart from scholarships, free text books, midday meals and uniforms were also provided to the children coming from underprivileged and backward communities. There was a need to expand these incentives to cover more children.

4.027 In the opinion of headmasters of sample schools, incentives did help in attracting children to schools, especially in lower classes (I-II). Midday meals in particular were found of great use in increasing and upholding the enrolment. They also felt that by providing uniforms more children could be attracted and retained.

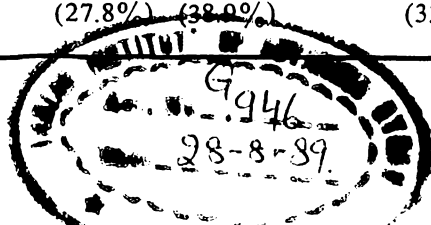
School Buildings

4.028 The building facilities in most of the sample primary schools left much to be desired. Position in this regard is shown in Table 4.10.

Table 4.10

Position of School Buildings in Sample Primary Schools

<i>District</i>	<i>Number of schools</i>	<i>Pucca sufficient</i>	<i>buildings insufficient</i>	<i>Kachcha buildings</i>	<i>No. building</i>
Almora	6	2	4	—	—
Bahraich	10	3	3	—	4
Hamirpur	12	3	4	—	5
Mainpuri	8	2	3	—	3
Total	36	10 (27.8%)	14 (38.9%)	—	12 (33.3%)



4.029 The position in respect of primary school buildings was not generally satisfactory. Only 27.8% of the total school buildings were pucca and offered required spacing. The other 38.9% schools also had pucca buildings but were inadequate to meet the needs of children. The situation was quite distressing in case of 33.3% schools which were running without buildings.

Hostels

4.030 Hostel facilities were not attached to any of the primary and junior high schools included in the sample. The headmasters held the view that hostel arrangements were not required in primary schools as most of them were located within a distance of 1.5 kms from the homes of children. The need for hostels, however, existed at the junior high school level for children who had to cover a distance of 5 kms or more in order to reach their schools. However, when the state aimed at setting up of junior high schools at a distance of 3 kms of habitations, the hostel arrangements could be considered a very low priority item.

School Equipment

4.031 During the last three years the articles received by the 36 sample primary schools were : table-chairs (36), tat patties (316), black-boards (41), charts (128), jug buckets (32). This was too short of the demands which included table chairs (184), tat-patties (642), black-boards (184), jug-buckets (57) and locks (49). The distribution system was also not satisfactory as some schools were supplied articles in large quantity, whereas others suffered shortages.

4.032 According to headmasters, furniture and equipment, especially tat-patties were basic items for improving the holding power of the school, but they were not supplied according to the demands of the instructors. Furthermore, they were unhappy at not being consulted in the purchase of the above items as required in schools.

Fixed Contingency

4.033 The contingency amounts paid to the schools were fixed, which included Re. 1/- per teacher a month in primary schools, Rs. 2/- per teacher a month in the junior high schools, and Rs. 5/- per teacher a month for every centre school.

4.034 The headmasters complained that the contingency paid to them was quite inadequate in view of the increase in prices. They strongly recommended for revising the contingency rates in a rational way so that they were realistic to the existing situations.

Community Involvement

4.035 The time given by headmasters to ensure community participation for increasing the community enrolment and bringing back drop-outs, was quite inadequate. This is evident from Table 4.11 which lists items and time spent on them.

4.036 It can be observed from Table 4.11 that the large part of headmaster's time was taken by the in-school activities. The time given for contacting the community was very meagre, on an average 2 hours (5.5% of total hours) per week, both in primary and junior high schools.

4.037 The stay of the teaching community in the village of posting is an ideal condition for work. Data collected on the stay position of headmasters is shown in Table 4.12.

Table 4.11
Time Devoted to Various Activities by the
Headmasters of Sample Schools
in a Week (in hours)

<i>Item</i>	<i>Primary school</i>	<i>Junior high school</i>
Teaching	23	21
Supervision	3	3
Marking of attendance	1	1
Correspondence	$\frac{1}{2}$	2
Meetings	2	2
Submission of information	1	1
Contact with community	2	2
Contact with officers	$\frac{1}{2}$	1
School discipline	1	2
Miscellaneous	2	1
	36	36

Table 4.12
Distance of Headmasters' Residence from the Sample
Primary and Junior High Schools

<i>District</i>	<i>Type and number of schools</i>	<i>Distance of residence from school in kms.</i>						
		<i>Below 1 km</i>	<i>1-3 kms</i>	<i>4-7 kms</i>	<i>8-12 kms</i>	<i>13-20 kms</i>	<i>above 20 kms</i>	
Almora	Pry	6	0	3	1	0	1	
	JHS	2	0	0	1	0	0	cc1
Bahraich	Pry	10	2	2	4	2	0	
	JHS	4	0	2	1	0	0	
Hamirpur	Pry	12	4	2	2	2	0	
	JHS	5	2	0	0	0	2	cc1
Mainpuri	Pry	8	3	1	3	1	0	
	JHS	2	1	1	0	0	0	
Total	Pry	36	9	8	10	5	1	
	JHS	13	3	3	2	0	2	

Pry Primary school. JHS Junior high school.

Note: 1 In Hamirpur district no headmaster was posted in one primary school (girls).

cc. 2 Continuation classes at district Almora and Hamirpur are included in primary schools as there was no separate headmasters for these classes.

4.038 It was found that no headmaster, except those belonging to the same village, was staying in the place of their duties. The headmasters expressed that they could not reside in the village because suitable facilities were non-existent. The inquiry, however, revealed that villagers were ready to arrange residential facilities to the teaching community provided they chose to stay there.

4.039 Thirty-four headmasters were not residing in their school villages. During the interview with teachers, it was also noticed that almost all the teachers living outside came daily from their villages to schools even if the distance was more than 10 kms.

4.040 According to the norms fixed by the education department, primary and junior high schools should be inspected by the Sub-Deputy Inspectors/Assistant Inspectors of schools at least twice in an academic session. Furthermore, one surprise visit was also considered necessary for each school. Besides these officers, Deputy Inspector, Deputy Inspectress of Govt. Schools, Basic Zila

Shiksha Adhikari and Additional Basic Shiksha Adhikari (women) were expected to inspect a minimum number of schools in the whole district. The unit of minimal number varied circle-wise. The position of inspections of the sample schools, is indicated in Table 4.13.

4.041 It is evident from Table 4.13 that all the primary schools in three districts, namely, Almora, Bahraich and Mainpuri, had both detailed and surprise inspections according to the established norms of the department. The number of detailed and surprise visits in respect of schools of Hamirpur district varied and was somewhat below the requirement. Among the sample primary schools, Primary Schools, Mahatgaon in Almora district, Gaighat in Bahraich district, Atrar in Hamirpur district, Ukhrend, Tondasi and Lakhaura in Mainpuri district were visited once by the Deputy Inspector of Schools (except the primary school Ukhrend in Mainpuri district, none of the sample primary schools was visited by the Basic Shiksha Adhikari during the preceding three academic sessions).

Table 4.13
Frequency of Inspections of Sample Primary Schools During
1976-77, 1977-78 and 1978-79

<i>District/ Village</i>	<i>Number of primary schools</i>	<i>Number of inspections</i>					
		<i>Detailed Surprise</i>		<i>Detailed Surprise</i>		<i>Detailed Surprise</i>	
		<i>1976</i>	<i>— 77</i>	<i>1977</i>	<i>— 78</i>	<i>1978</i>	<i>— 79</i>
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Almora							
Chandikhet	2	4	1	4	2	4	2
Chainauni	1	2	1	2	1	2	1
Kayala	1	2	1	2	1	2	1
Kurchaun	1	2	1	2	1	2	1
Mahatgaon	1	2	1	2	1	2	1
Bahraich							
Balsinghpur	1	2	1	2	1	2	1

(Contd.)

Table 4.13 (Contd.)

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Bhachkahwa	1 (opened in 1977-78)	0	0	2	1	2	1
Dhauri	2	4	2	4	2	4	2
Gaighat	2	4	2	4	2	4	2
Kanchhar	2	4	2	4	2	4	2
Lalbojhi	1 (opened in 1977-78)	0	0	2	1	2	1
Motipurkalan	1	2	1	2	1	2	1
Hamirpur							
Attar	2	2	2	3	1	3	1
Ingohata	2	3	1	4	1	3	1
Kanaura	2	2	1	2	1	2	1
Panwari	4	6	3	7	4	6	2
Saura	1	2	1	2	1	2	1
Ujnerhi	2	3	2	3	1	3	1
Mainpuri							
Ashokpur	1	2	1	2	1	2	1
Gangapur	1	2	1	2	1	2	1
Lakhaura	2	4	2	4	2	4	2
Sandalpur	1	2	1	2	1	2	1
Tonadasi	1	2	1	2	1	2	1
Ukhrend	2	4	2	4	2	4	2

4.042 Table 4.14 indicated that the concerned Sub-Deputy Inspectors of Schools, inspected in detail the junior high school twice and had one surprise visit in each academic session. All the junior high schools had the requisite number of detailed and surprise visits. In some cases, the number of visits exceeded the norm.

4.043 The examination of inspection reports revealed that they were of routine nature and did

not provide much guidance to the teacher in solving his problems. Furthermore, they did not mention of the non attending or non-enrolled children, thus giving little help in the universalisation of elementary education. The reports did not include detailed remarks or suggestions for public contact which would have been helpful in retaining children, increasing the enrolment and improving the tone of schools.

Table 4.14

**Frequency of Inspections of Sample Junior High Schools During
1976-77, 1977-78 and 1978-79**

District/ Village	Number of junior high schools	Number of inspections					
		Detailed Surprise 1976 — 77		Dtailed Surprise 1977 — 78		Detailed Surprise 1978 — 79	
Almora							
Chandhikhet	1	3	2	3	2	4	2
Kurchaun	1	2	1	2	1	2	1
Bahraich							
Gaighat	1	4	2	4	2	4	2
Kanchhar	2	4	2	4	2	4	2
Motipuskalan (Opened in 1978-79)	1	0	0	0	0	2	1
Hamirpur							
Ingoheta	2	2	1	2	1	2	1
Panwari	2	4	2	3	2	3	2
Ujnerhi	1	2	1	2	1	2	1
Mainpuri							
Lakhaura	1	3	1	3	1	3	1
Ukhrend	1	2	1	2	1	2	1

Coordination with Other Agencies

4.044 All headmasters did not evince much enthusiasm when the matter of coordination with other agencies was discussed with them. However, we feel that there was a great need of coordination with other developmental agencies, and efforts would have to be made to establish contacts with them.

Problem of Teachers

4.045 During discussions it was observed that the head teachers were dissatisfied with some of the aspects of the present administrative arrangements and procedures made in regard to their service

matters such as mode of disbursement of salaries, maintenance of GPF account and sanction of loans, grant of different kinds of leave (other than the casual leave) and payment of gratuity, pension, etc. As all these matters were being dealt at the district level, the delay was obvious in their disposal. Sometimes abnormal delay occurred which necessitated personal contact of the teacher or head teacher with the district education authorities. They were, therefore, of the opinion that all such delays could have been avoided, had there been an officer at the block level vested with appropriate authority to deal with their service matters and other connected issues.

Non-formal Education

4.046 In all the 4 districts none of the sample villages selected for the study had any nonformal education centre. However, two centres of Unnao district (one for males and the other for females) were studied with the cooperation of Pariyojana Adhikari, Unnao.

Location of Non-formal Education

4.047 Most of the nonformal education centres were located in primary schools or chaupals; (temporary sheds) and some of these in the house of instructors or any other place convenient to the students.

4.048 All centres except for girls, functioned for two hours, between 6 PM and 10 PM. The time was decided keeping in view convenience of children. Generally, the time of centres in winter was 6 PM to 8 PM, and in summer from 8 PM to 10 PM. The centres for girls in Unnao were organised in the morning from 7.30 AM to 9.30 AM.

4.049 Students in nonformal centres did not receive any stipend, scholarship or other aid. They were, however, supplied free books, slates, wooden patties and writing material.

4.050 Instructors in nonformal centres were part time. The preference order in the selection of instructors was, first, from amongst the trained, experienced in-service or retired primary school teachers, secondly, the unemployed trained teachers, and thirdly the educated unemployed of the locality, if those listed under first and second categories were not available. All the appointments of instructors at the later stage were, however, made from amongst the applicants who belonged to the village where the centre was located.

4.051 The Basic Shiksha Adhikari was the in-charge of the basic education in the district, and appointed instructors. He was also the drawing and disbursing officer for the payment of honorarium to instructors. In the discharge of his responsibilities connected with the nonformal education work he was assisted by a Paryojana Adhikari (nonformal education).

4.052 The instructor of a centre received an honorarium of Rs. 50/- per month for conducting a two-hour class. Apart from this, he was also

paid Rs. 15/- per month as fixed contingent amount for the purchase of chalk and kerosene oil etc.

4.053 Each centre was supplied 30 slates or patties, 50 content books, and 30 to 50 other general books, usually related to the area of agriculture. In addition to these, one register, 6 lanterns, 6 tat-patties, a few posters, and charts and one big tin box was also provided to the centre. The learner who attended the centre received one content book and one slate/pati. It was expected that these boys and girls would attain educational level equivalent to the class II of the formal education, and if possible, cover a portion of the reading, writing and arithmetic meant for class III along with environmental studies.

4.054 The syllabi were prepared by the state and published with the help and collaboration of the Literacy House, Lucknow. The content course books were directly supplied to the Basic Shiksha Adhikari of the district for distribution to centres.

4.055 The instructor devoted his time mainly to teaching, but sometimes organised cultural activities too such as recitation of poems and local folk songs to create interest among learners. Lectures on local crafts, especially on agricultural problems, were also arranged for the benefit of centres.

4.056 The instructors were required to submit to the Basic Shiksha Adhikari the progress report of their centres every month. In this report, they were expected to indicate the progress of their students in the field of literacy, numeracy, general knowledge and environmental studies. The average attendance during the month was also given in a prescribed proforma.

4.057 Practice of internal assessment was found to be in vogue. The instructor himself assessed the attainment of his student once in a month on the basis of the day-to-day work, and through questions both oral and written. At the end of the course, evaluation was made by the headmaster of the nearest junior high school or primary school under the supervision of the Sub-Deputy Inspector (SDI) of Schools of the area. 'Grades' instead of divisions or marks were awarded to each student in each of the four areas, namely literacy, numeracy, general knowledge and environmental studies.

4.058 The centres were supervised by the SDI of the concerned area. The nonformal scheme was looked after by the Senior Deputy Inspector who acted as the Assistant Project Officer. He worked directly under the Pariyojana Adhikari. The Pariyojana Adhikari, one in each district, was assisting the Basic Shiksha Adhikari in executing the plan and smooth running of the scheme. All the centres in the sample districts were organised by the government.

Study of Two Centres of Auras Block

4.059 When it was decided to concentrate on the nonformal education programme in one block for intensive work, the most backward block of the district 'Auras' was selected. The choice fell on Auras because out of the total population of the block 75,743 (40,956 men and 34,787 women) 30,839 were scheduled castes which constituted 40% of the total population. The literacy percentage in the rural area was merely 11 (18.70 among men and 4.06 among women).

4.060 During 1978-79, 50 new centres for the age group 11-14 were sanctioned for this block, 35 centres being run at Nyaya Panchayat headquarters and catering to the same age-group, were also transferred to this block. Thus, in all 85 centres of non-formal education were approved for this block for the year 1978-79.

4.061 The centres for boys and girls were based nearby Katra village and Adimpur. The girls' centre had a trained lady instructor, which was in the block headquarters. Whereas the boys' centre was about 4 kms from the block headquarter.

4.062 The enrolment in the beginning was 30 in both the centres but was found 28 in the girls' centre and 27 in the boys' centre. In the girls centre the number of scheduled caste students was only 6 and 9 respectively. The remaining 13 girls belonged to other castes, 13 (i.e. 46%) of them had received formal education up to certain stage. On the other hand, in the boys centre 20 boys were scheduled caste and 4 from backward classes. There were only three learners from other castes. None of the 27 students had formal schooling earlier.

4.063 Average attendance in case of girls and boys was 75% and 85% respectively. The reason given for non-attending the centres was mostly work at home and their lack of interest in education.

II BLOCK LEVEL

4.064 With the expansion of elementary education in the state, the blocks in many districts have more than 60 elementary schools. As per norms a Sub-Deputy Inspector of Schools (SDIS) is responsible for the functioning of 60 schools in the plains and 40 schools in the hills. The districts are arranged in educational circles according to the number of schools. In bigger blocks there are more than two SDIs of schools/Assistant Inspectresses of Girls schools. In the present study, the number of schools in the charge of an inspecting officer has been found to range from 59 to 128 in the plains and from 66 to 75 in the hills. On the basis of information data, interviews, observations and discussions, the analysis of various administrative practices and procedures at block level in regard to the universalisation of elementary education is, given in below.

4.065 In the sample of 9 blocks of all the 4 districts the number of schools in each circle varied from 59 schools (in Behla block of Bahraich district) to 132 schools (in Madanpur block of Mainpuri district) as shown in Table 4.15.

Table 4.15
Number of Schools in Sample Block
as on September 30, 1978

<i>Block</i>	<i>Primary schools</i>	<i>Junior high schools</i>	<i>Total</i>
Almora			
Chaukhuti	57	12	69
Hawalbagh	74	9	83
Bahraich			
Behlaha	55	4	59
Bisheshar ganj	80	8	88
Sirsia	70	6	76
Hamirpur			
Panwari	93	11	104
Sumerpur	69	16	85
Mainpuri			
Kuravali	70	13	83
Madanpur	105	27	132
Total	673	106	779

4.066 The total number of primary and junior high schools in all the sample blocks were 673 and 105 respectively. The highest number of primary and junior high schools were in Madanpur block of Mainpuri district, and the lowest in Belaha block of Bahraich district. In the past, 95 schools in the sample blocks were single-teacher schools, but all of them have now been provided additional hands.

4.067 Almost all the primary and junior high schools were managed by Basic Shiksha Parishad. The distribution of sample schools by management is described in Table 4.16.

4.068 As can be seen from the table, the number of primary and junior high schools under

private management was negligible. Out of 36 primary schools 35 were run by the Basic Shiksha Parishad, and only one by the private agency. In case of junior high schools 10 out of 13 were managed by Basic Shiksha Parishad and the remaining by the private organisations.

4.069 The position of enrolment of children in the age-group 6-11 in the schools of blocks with reference to March 1977, 1978 and September 1978 is given in Table 4.17.

4.070 A study of the table reveals that the enrolment of girls and scheduled castes was very

Table 4.16
Primary and Junior High Schools/* Inter Colleges by
Management in Nine Sample Blocks

<i>Block (district)</i>	<i>Basic Shiksha Parishad</i>		<i>Private</i>	
	<i>Number of primary schools</i>	<i>Number of junior high schools/inter colleges</i>	<i>Number of primary schools</i>	<i>Number of junior high schools</i>
Chandikhet (Almora)	3	1	—	—
Hawalbagh (Almora)	3	1	—	—
Belha (Bahraich)	4	2	—	—
Bishesharganj (Bahraich)	4	1	—	—
Sirsia (Bahraich)	2	1	—	—
Panwari (Hamirpur)	5	1	1	1
Sumerpur (Hamirpur)	6	2	—	1
Kurahali (Mainpuri)	4	—	—	1
Madanpur (Mainpuri)	4	1	—	—
	35	10	1	3

* Inter colleges included had classes VI-VIII.

low. Special efforts would, therefore, have to be made to increase their enrolment in schools.

teacher ratio in the village-schools, which varies from 24 to 37.

Teacher-Pupil Ratio

4.071 Table 4.18 indicates the position of enrolment in primary schools in sample blocks and the number of teachers posted there as on September 30, 1978. This table also shows the pupil-

4.072 The teacher-pupil ratio was found to be the highest in the primary schools of Madanpur block 1 : 37, and the lowest in the primary schools of Hawalbagh block, 1 : 24. As could be observed, the classes were not overcrowded and the teacher could also pay individual attention to children when needed.

Table 4.17

Enrolment of Children Age-group 6-11 in Sample Blocks as on March 1977, 1978 and September 30, 1978

District/ Block		Enrolment as on									Increase/decrease in percentage since March 1977		
		March 1977			Sept. 1978								
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Almora													
Chaukhuti	All	3,605	2,117	5,722	3,729	2,107	5,836	3,585	2,326	5,911	—1	+10	+3
	SC	523	146	659	462	148	610	385	284	669	—26	+95	+2
Hawalbagh	All	3,340	1,992	5,340	3,148	1,892	5,040	3,359	2,321	5,680	+1	+17	+7
	SC	700	291	1,079	523	205	728	770	275	1,045	—2	—5	+3
Bahraich													
Bella	All	3,400	1,680	5,080	3,912	1,750	5,662	4,150	1,780	5,930	+22	+6	+17
	SC	630	57	687	639	75	714	646	87	733	+3	+53	+8
Biseshar- ganj	All	8,250	2,245	10,495	8,340	2,425	10,765	7,972	3,218	11,198	—3	+43	+7
	SC	1,450	420	1,070	1,525	440	1,965	1,555	515	2,070	+7	+23	+21
Sirsia	All	5,229	473	5,702	4,830	909	5,739	4,830	909	5,739	—8	+92	+1
	SC	780	62	842	779	138	917	779	138	917	—1	+123	+9
Hamirpur													
Panwari	All	4,399	2,304	6,703	4,485	2,327	6,812	4,708	1,916	6,624	+7	—17	+1
	SC	707	129	836	851	141	992	1,136	240	1,376	+61	+86	+65
Sumerpur	All	5,985	2,993	8,979	6,221	3,110	9,331	7,167	2,411	9,578	+19	—8	+12
	SC	884	297	1,181	934	312	1,246	1,352	321	1,678	+53	+10	+42
Mainpuri													
Kuravali	All	5,227	2,338	7,565	5,385	2,321	7,706	5,365	2,382	7,747	—3	+2	—2
	SC	82	342	1,166	842	333	1,175	861	349	1,210	+4	+2	+4
Madanpur	All	6,884	3,292	10,176	8,143	3,274	11,417	9,045	4,853	13,898	+31	+47	+37
	SC	889	294	1,183	1,072	357	1,429	1,063	413	1,476	+20	+40	+25

Table 4.18

Teacher-Pupil Ratio in Primary Schools of Sample Blocks as on September 30, 1978

<i>District/ Block</i>	<i>Total enrolment in primary schools as on Sept. 30, 1978</i>	<i>Teachers posted in primary schools</i>	<i>Teacher- pupil ratio as on Sept. 30, 1978</i>
Almora			
Chaukhutia	5,911	186	32
Hawalbagh	5,680	239	24
Bahraich			
Belha	5,930	168	35
Bishesharganj	11,190	310	36
Sirsia	5,739	220	26
Hamirpur			
Panwari	6,624	223	31
Sumerpur	9,578	276	35
Mainpuri			
Kuravali	7,747	237	33
Madanpur	13,898	374	37

Map of Educational Circle (Block)

4.073 The maps of educational circle were available indicating the position of primary, junior, high, secondary schools and intermediate colleges showing prominent roads, rivers etc. These maps were based on the Third Educational Survey and revised at the time of the Fourth Survey. However, a copy of the map was maintained at the block level.

Identification of Non-enrolled Children

4.074 The Sub-Deputy Inspectors stated that the identification of non-enrolled children was not possible because age wise census records were not properly maintained at the school level.

Identification of Non-attending Children

4.075 As regards the identification of non-attending children, it was reported that there did not exist any proper system of obtaining monthly school returns of children. These children could have been identified without much difficulty from the attendance registers of respective schools and suitable steps taken to improve the situation

Identification of Drop-outs

4.076 All the Sub-Deputy Inspectors of Schools observed that in the absence of any system of annual census of children in the age-group 6-14, the identification of drop-outs was quite difficult. However, they all agreed that if drop-outs were identified and persistent efforts made to bring them back to the formal or non-formal system of education, the results were likely to be encouraging.

Opening of New Primary Schools

4.077 It was pointed out by the SDIs that in accordance with the policy of the department, proposals for opening of new schools were based on the data of the Third Educational Survey and the villages/habitations received preference on the following basis:

- village/habitation having no primary school;
- public demand and their willingness to co-operate in providing land and building;
- twenty per cent of new schools should be opened in localities which are predominantly inhabited by scheduled castes and scheduled tribes; and
- villages/habitations with geographical barriers

Opening of Junior High Schools

4.078 It was observed by SDIs that there existed no provision of upgrading a primary school to the junior high school standard under the present rules, and that no new school could run as an integral unit of classes I to VIII. A junior high school could, therefore, be opened separately after receipt of sanction from the department. According to the Third Educational Survey the criteria for locating new junior high schools are.

- village having no junior high school facility within a radius of 3 kms;
- public demand and cooperation of the local community in providing land and school building;
- population (preference to areas with 50% or more scheduled caste and scheduled tribe population); and
- villages/habitations with geographical barriers.

4.079 It may be mentioned that besides the Basic Shiksha Parishad schools, there were, in each circle some junior high schools run by private bodies. Temporary recognition was given to these schools by the District Recognition Committee headed by the District Inspector of Schools on the basis of norms laid down by the Basic Shiksha Parishad (BSP) and the directorate

Appointment of Teachers

4.080 The norms for appointment of teachers in school were laid down by the Basic Shiksha Parishad. The present teacher-pupil ratio accepted at the time of study was 1 : 40. The school was sanctioned a second teacher when the enrolment reached 60, and an additional teacher with every increase of 40 children.

4.081 In the junior high schools of the BSP, vacancies of assistant teachers were filled in by promoting head teachers of primary schools on seniority basis. The direct recruitment of teachers was made only for some special subjects such as music, physical training and craft. The minimum number of teachers in single section junior high school (running classes VI to VIII) was 5. The procedure for increase in the strength of teachers followed was 3 sections 5 teachers, 4 sections 6 teachers, 5 sections 8 teacher and 6 sections 9 teachers.

4.082 In spite of these norms, it was reported that the posts in schools remained vacant for considerable time for various reasons. The pay scales of head teachers of primary schools and assistant teachers of junior high schools were the same. Therefore, the headmasters of primary schools were generally not willing to join these promotion posts because it

involved a subordinate status as well as required shifting to schools located in distant places.

4.083 The position of teachers working in primary and junior basic schools as on September 30, 1978 in terms of posts sanctioned and filled up/ vacant and their training status is reported in Table 4.19.

4.084 Tables 4.19 and 4.20 indicate the position of teachers working in sample primary and junior high schools of the sample blocks. The SDIs of Hamirpur and Bahraich districts reported that in their circles vacant posts in primary and junior high schools could not be filled for a long time due to non-completion of certain formalities. In the Sumerpur block of Hamirpur district some posts remained vacant over for more than one and a half year as the teacher did not join.

4.085 As regards training, most of the teachers both in primary and junior high schools were trained. However, comparatively, the number of untrained teachers was higher in junior high schools than in primary schools. There was scarcity of trained teachers for special subjects, particularly in schools located in rural areas. Girls institutions were found to be unfavourably placed in this respect.

School Timings

4.086 The academic school session was from 1st July to 20th May. Decision on school timings and vacations was made by the Basic Shiksha Parishad. The number of holidays excluding summer/winter vacations (schools situated at the height of 5,000 feet or above have winter breaks) should not exceed 35 days in a year. The winter vacations were observed from 1st January to 31st January along with 10 days session break being allowed in these schools from 20th June to 30th June.

Schools of Other Departments

4.087 In Uttar Pradesh, there were schools managed by other departments such as Harijan Welfare, Canal and Forest Departments and Cantonment boards. The sample, however, included no school of this type. Schools managed by these departments were subject to regular inspection and supervision of education department.

Table 4.19

Position of Teachers Working in Primary Schools of Sample Blocks as on September 30, 1978

<i>Block</i>	<i>Primary schools</i>		<i>Vacancy period</i>			<i>Trained Teachers</i>	<i>Untrained Teachers</i>
	<i>Posts sanctioned</i>	<i>Posts filled</i>	<i>3 months</i>	<i>6 months</i>	<i>1 year and above</i>		
Belha	168	168	—	—	—	161	7
Bishesharganj	310	310	—	—	—	305	5
Chaukhutia	190	186	4	—	—	186	—
Howalbagh	243	239	4	—	—	239	—
Kuravali	243	237	—	—	—	231	6
Madanpur	374	374	—	—	—	374	—
Panwari	223	223	—	—	—	221	2
Sirsia	240	220	—	10	10	219	1
Sumerpur	287	276	—	—	11	275	1

Table 4.20

Position of Teachers Working in Junior High School of Sample Blocks as on September 30, 1978

<i>Block</i>	<i>Junior high school</i>		<i>Vacancy period</i>			<i>Trained Teachers</i>	<i>Untrained Teachers</i>
	<i>Posts sanctioned</i>	<i>Posts filled</i>	<i>3 months</i>	<i>6 months</i>	<i>1 year and above</i>		
Belha	15	15	—	—	—	11	4
Bishesharganj	50	50	—	—	—	50	0
Chaukhutia	58	58	—	—	—	58	—
Hawalbagh	33	33	—	—	—	33	—
Kuravali	71	63	—	—	8	57	6
Madanpur	116	116	—	—	—	116	0
Panwari	33	33	—	—	—	30	3
Sirsia	36	30	—	—	—	22	8
Sumerpur	63	63	—	—	—	59	4

Inspection of Schools

4.088 The inspecting officers were required to inspect all the elementary schools under their charge twice during the year with an interval of 3 months, followed by one surprise inspection of these schools. However, this condition was relaxed at the time of Third and Fourth Educational Survey, as the officers were engaged in the survey work. The SDIs strongly felt that the number of schools allotted to them for inspection was quite large and exceeded the prescribed norms.

4.089 The position of inspection in the sample elementary schools is mentioned in Table 4.21.

Preparation Made Prior to School Inspection

4.090 According to the SDIs of the sample blocks a prior tentative tour programme was submitted to the district headquarters. It was stated by three officers that they also consulted previous inspection reports of the school before its inspection.

Regular and Ad hoc Duties of SDIs

4.091 The SDIs of schools attended to multifarious activities, namely, administrative, including

co-curricular activities, inspectory, and supervisory. As a result of this they were left with little time which could be devoted to inspection and supervision of schools and for guidance of teachers.

School Inspection Proforma

4.092 The inspection proforma administered in both primary and junior high schools was the same (For proforma see Annexure VI). According to the inspecting officers they did not send the inspection proforma in advance of the actual inspection.

Time Devoted to Inspection

4.093 No time limit was prescribed for inspection of primary and junior high schools. Normally, one day was spent in inspection of the school as these were undertaken single handed. All the SDIs resented their heavy workload. The time which officers spent on the inspection of sample schools is indicated in Table 4.22.

Table 4.21

Inspection Position of Schools in Sample Blocks

Block	Regular inspection in primary schools			Surprise inspection in primary schools			Regular inspection in middle schools			Surprise inspection in middle schools		
	1974- 75	1975- 76	1976- 77	1974- 75	1975- 76	1976- 77	1974- 75	1975- 76	1976- 77	1974- 75	1976- 76	1976- 77
Belha	65	65	65	65	65	65	4	4	4	4	4	4
Bisheshar- ganj	50	45	53	50	45	63	5	5	6	5	5	6
Chaukhitia	48	49	49	20	49	49	8	8	7	3	7	7
Hawalbagh	65	70	73	36	44	73	10	6	5	6	5	5
Kuravali	65	67	70	65	67	70	10	10	11	10	10	11
Madanpur	98	100	102	98	100	102	25	26	26	25	26	26
Panwari	74	75	75	74	75	75	55	5	6	5	5	6
Sirsia	52	52	60	52	52	60	5	5	6	5	5	6
Sumerpur	75	75	76	75	75	76	16	16	17	16	16	17

Table 4.22

Time Devoted for Inspection of Schools

<i>Block</i>	<i>Primary schools</i>			<i>Junior high schools</i>		
	<i>Days</i>			<i>Days</i>		
	<i>1/3-1/2</i>	<i>1/2-1</i>	<i>over</i>	<i>1/2-1</i>	<i>1-2</i>	<i>over</i>
			<i>1 day</i>	<i>day</i>	<i>days</i>	<i>2 days</i>
Belha	1	—	—	—	1	—
Bisheshar-ganj	—	1	—	—	1	—
Chaukhutia	1	—	—	1	—	—
Hawalbagh	1	—	—	1	—	—
Kuravali	—	1	—	—	1	—
Madanpur	—	1	—	—	1	—
Panwari	1	—	—	1	—	—
Sirsia	—	1	—	—	1	—
Sumerpur	—	1	—	—	1	—
Average		0.8		1.7		

4.094 It is evident from the above table that 1/3 to 1 day was spent in inspection of primary schools and 1/2 to 2 days for a junior high school, which included inspection of class teaching, checking of fee accounts and other records. Time devoted to inspection of the centre school was more as compared to other schools.

Tour Days

4.095 The circle SDIs were expected to remain on tour for 200 days and make 100 night halts during the year. All the SDIs agreed that they could devote inadequate time for school inspection. Table 4.23 indicates their engagement as reported by them.

4.096 All the SDIs pointed out that more than 50% of their time was spent for purposes other than academic unrelated to inspection of schools. The inspections were more of routine and offered little guidance to the teaching community for improving the qualitative aspect of school. During discussions,

the SDIs observed that the inspection proforma needed improvement and should include items on census, dropouts, incentives, etc. There were five SDIs who had discussions with headmasters and teachers before actually writing the inspection report. The time taken in sending inspection reports to schools varied from less than one week to one month.

4.097 In most cases, when inspections were conducted in the months of November/December and February/March the sending of reports was delayed. It was observed that in some cases the SDIs did not keep a copy of these reports, nor did they submit to the Deputy Inspector of Schools for his comments. No school, except centre schools, maintained proper files of the inspection reports. It was admitted by some SDIs, during personal interviews that on certain occasions the inspection reports reached the schools very late.

Suggestions made by Sub-Deputy Inspectors of Schools

4.098 The Sub-Deputy Inspectors of Schools/ Assistant Inspectors of Girls Schools made the following suggestions for solving their problems:

- workload should be minimised. The norm should not exceed 50 schools or 200 teachers;
- some powers may be delegated to them for effective supervision and control of schools;
- separate office at block headquarters with necessary staff be established, with powers to draw and disburse teachers' salary;
- funds for repairs of buildings, purchase of furniture and teaching aids be provided liberally;
- refresher course training in specialised institutions be arranged;
- incentives should be so provided as to cover most of the pupils;
- Gram Shiksha Samitis should be activated; and
- monthly payment of TA be ensured.

4.099 It may be pointed out that inspecting officers did not offer specific and pin-pointed suggestions which could minimise their present involvement in non-educational work.

Table 4.23
Average Number of Days Spent on Inspection Work

<i>Block</i>	<i>Total tour days</i>	<i>Inspection</i>	<i>Other work 1974-75</i>	<i>Total tour days</i>	<i>Inspection</i>	<i>Other work 1975-76</i>	<i>Total tour days</i>	<i>Inspection</i>	<i>Other work 1976-77</i>
Belha	244	109	135	270	125	145	298	139	159
Bishesharganj	—	—	—	230	90	140	270	105	165
Chaukhutia	177	28	89	213	65	148	233	63	170
Hawalbagh	139	56	83	213	100	113	247	105	142
Kuravali	208	128	80	236	136	100	236	138	98
Madanpur	—	—	—	134	14	120	250	135	115
Panwari	230	160	70	222	172	50	238	180	58
Sirsia	206	82	124	262	125	137	258	157	101
Sumerpur	220	180	40	268	182	86	265	185	80

III DISTRICT LEVEL

4.100 The information data pertaining to the four sample districts, namely, Almora, Bahraich, Hamirpur and Mainpuri, were collected. For this purpose, schedules were administered to the district level functionaries such as Zila Basic Shiksha Adhikari, Additional Basic Shiksha Adhikari (women), Deputy Inspector of Schools, Deputy Inspector of Girls Schools and Pariyojana Adhikari. Furthermore, opinions of some District Inspectors of Schools were also noted (the list of functionaries interviewed is given in *Annexure VIII*) On the basis of the facts and opinions obtained through information data, interview schedules, observations and discussions, the position of administrative procedures and priorities about elementary education in relation to its universalisation at the district level, is described here.

4.101 As stated earlier, the Basic Shiksha Adhikari (BSA) was the overall incharge of the elementary education in the district. He was assisted

by the Deputy Inspector of Schools. In some big districts, additional Deputy Inspectors of Schools were appointed to assist him in the work. The BSA (women) looked after the girls institutions and she was assisted by a Deputy Inspector of Girls Schools. The Superintendents of Education assisted the BSA in matters relating to urban area schools.

Formulation of Plans

4.102 The educational plans were formulated at the states level. Information was asked from district education officers for preparing the plan. Once the plan was finalised, the physical and financial targets were fixed, the concerned plan schemes were intimated to the district officers. The district officers had to play an important role in fixing location of new schools, according priorities to various areas of the district, selecting schools for grant-in-aid, distributing scholarships, books, furniture and equipment.

Functions and Duties

4.103 The jobs of district level officers are given in Annexures IV and VIII. The BSA had a separate office. He was vested with certain powers, both statutory and delegated. Some of these powers were given in detail in G.O. No. 7105/15(1)-73-101/73 dated October 23, 1973 and Government Notification No. 5036/15(5)-73-227/73 dated November 17, 1973. The BSA was responsible for supervision and inspection of all the elementary schools in the district. The teacher training schools in the district were also under his administrative control. He was one of the members of the panel which inspected teachers training schools. He recommended the teachers of elementary schools for in-service training at the Regional Teachers' Training School.

Enrolment of Children

4.104 According to the BSAs the assessment of the number of children to be enrolled was made on the basis of the records of previous educational surveys and the census figures maintained at the school level. At the district level, proper records to ascertain the specific number of children to be enrolled or the number of dropouts were not available. Every year during enrolment drive, field inspecting officers were given targets for additional enrolment according to instructions received from the directorate. It was mostly at the time of enrolment drive that the guardians were also contacted. The BSA did not spell out any specific role that they were playing regarding enrolment and retention of students in schools. In the area of non-formal education, they were expected to locate the place for opening of such centres, to supervise them and to evaluate their functioning.

Requirement of Teachers

4.105 The norms for teacher requirement were 1.40 i. e. one teacher for 40 children in the primary school. The school was given an additional teacher on every slab of increase in enrolment of 40 pupils. In junior high schools, the requirement of additional teachers was assessed on number and strength of sections in the class.

Opening of New Schools

4.106 The BSAs expressed that survey reports formed the basis for preparing proposals regarding the opening of new schools. The places were

decided by the Zila Basic Shiksha Samiti. Due weightage was also given to the suggestions of legislators in locating new schools. As stated earlier, criteria in this respect were laid down by the department. The number of schools to be opened in each district was intimated by the directorate.

Qualitative Improvement

4.107 The officers stated that they arranged seminars, meetings and panel inspections to effect qualitative improvement in teaching methods. Some of them held that at the time of inspection of schools by the circle Sub-Deputy Inspector or Deputy Inspector, they provided detailed guidance to the teachers for academic improvement. A copy of their inspection report for follow up work was also forwarded to the headmasters of schools directly. The BSAs also scrutinised the inspection reports of field officers and sent their comments to them. In-service training of all the headmasters of Basic Shiksha Parishad (BSP) primary schools was being arranged. BSAs maintained that the system of admission to the teachers' training school was based on merit.

Community Involvement

4.108 Community involvement in the development and expansion of the elementary education was sought through the gram shiksha samitis. Attempts were made to obtain land free of cost for the construction of school buildings. Well-to-do and influential persons were persuaded to donate books, uniforms, stationery etc. but the response was not found to be encouraging.

Teachers Recruitment

4.109 The BSA was the appointing authority in respect of teachers of elementary schools of BSP. As for teachers in girls schools, the authority was vested in the Additional BSA (women). The Deputy Inspector of Schools and Deputy Inspectress of Girls Schools were the appointing authorities in respect of class IV employees. Arrangements regarding posting and transfer of teachers were approved by a committee headed by the District Inspector of Schools with BSA and Additional BSA (women) as its other members. The BSA had no authority regarding recruitment, posting and transfer of junior inspecting staff. He could transfer the SDI/AIGS from one educational circle to another in

the district with the concurrence of Regional Deputy Director of Education.

Education Map

4.110 Educational maps of the district were available in each district headquarter. The revised maps had been prepared at the time of the Fourth Educational Survey.

Financial Powers

4.111 The BSA played a key role in all financial transactions in respect of elementary education, construction of school buildings, their maintenance and repair, purchase of equipment and teaching aids, payment of salaries, distribution of grant-in-aid etc. Funds were placed at his disposal for utilisation according to the instructions issued by the directorate.

Educational Statistics

4.112 In each district educational statistics were compiled by the inspecting officers at the field level. It was consolidated in the office of the BSA by one or two SDIs and an office assistant trained for this purpose. Statistics received from other units were also checked. During discussions the BSA admitted that figures were not verified from the institutions partly because of the heavy load of official work and the non-availability of supporting staff. Sometimes information from schools was received late which, in turn, delayed the submission of the statistics to the directorate.

Role of Local Bodies

4.113 With the formation of Basic Shiksha Parishad the Zila Parishad had no important role in the field of elementary education except that President of Zila Parishad acted as the President, Zila Basic Shiksha Samiti and District Purchase Committee.

IV REGIONAL LEVEL

4.114 As stated earlier, the number of regional offices was 11 in the state, each under the control of a Deputy Director of Education. One Regional Inspectress of girls schools was also posted in each region to look after the girls' education. At each regional headquarter, 4 officers, namely, Science Promotion Officer, Deputy Inspector of Schools (Urdu medium), Assistant Inspector of Sanskrit

Pathshalas and Accounts officer helped the Deputy Director of Education in the discharge of his duties. The number of supporting staff varied in each district according to the number of schools at elementary, secondary and degree levels.

4.115 The data collected through questionnaire were studied and the position at the regional level is given below.

4.116 All the regional officers stated that there were no fixed targets for them with regard to the inspection of elementary schools. The number of elementary schools inspected by them ranged from 30 to 60 (For details of duties of Regional Officers, see Annexure VIII).

V DIRECTORATE LEVEL

4.117 As stated earlier, the Director of Education was the overall incharge of the elementary and secondary education in the state. He was assisted by one Additional Director of Education (Basic) in the field of elementary education. The Director was also ex-officio chairman of the Basic Shiksha Parishad.

4.118 The directorate at Allahabad had the following 15 officers who helped the administration of elementary education:

- Joint Director of Education (Training)
- Joint Director of Education (Finance)
- Joint Director of Education (Women)
- Deputy Director of Education (Primary)
- Deputy Director of Education (Sanskrit)
- Deputy Director of Education (Science)
- Deputy Director of Education (Finance)
- Deputy Director of Education (Women)
- Assistant Director of Education (Primary)
- Assistant Director of Education (Building)
- Assistant Director of Education (Social Education)
- Registrar, Departmental Examinations
- Statistical Officer

— Chief Accounts Officer

— Secretary, Basic Shiksha Parishad.

4.119 Some Assistant Deputy Directors of Education and Accounts Officers also assisted the Director in the administrative work.

4.120 The camp office of the directorate at Lucknow had the following officers:

— Joint Director of Education (Hills)

— Deputy Director of Education (Camp)

— Deputy Director of Education (Urdu)

— Deputy Director, Educational Technology Cell

— Pathya Pustak Adhikari

— Assistant Director of Education (Balahar)

— Assistant Director of Education (NFC)

— Assistant Deputy Director of Education (F)

— Personal Assistant to Director of Education

4.121 Most of the above mentioned officers both at the camp office and the directorate looked after the work of the secondary education also.

4.122 The Deputy Director of Education (Camp) was vested with the responsibility of preparing the five-year plans, coordinating the efforts of different sections, and monitoring the progress under the direct control of the Director of Education. The Joint Director of Education (Hills) prepared the five-year plans, formulated the plan-schemes and monitored the progress in respect of the 8 districts of the hill area. Plan work was one aspect of his job. In fact, with regard to hills, his functions were multifarious which included control over administrative and financial matters also.

4.123 The directorate published every year a booklet "Shiksha ki Pragati" (Progress of Education) giving useful data about educational progress from elementary to degree levels.

4.124 The directorate released funds for the salary of teachers, construction of school buildings, supply of furniture and equipment to schools, provision of various incentives, grant-in-aids to recog-

nised elementary schools on recurring and non-recurring basis to the Basic Shiksha Adhikaris.

4.125 The State Institute of Education and State Institute of Science Education were located at Allahabad. These institutes functioned as academic wings of the directorate and showed good results. They also made valuable contribution towards the improvement of elementary education through research and extension work and UNICEF aided projects. They organised in-service training courses for field officers of different categories. Various publications were brought out dealing with the problems of elementary education and science education. The State Institute published a monthly bulletin "Sansthan Samachar" incorporating useful articles on various aspects of elementary education. It was distributed free to district level officers.

4.126 The entire expenditure on elementary education was being met by the state government. No education cess, levy or tax was being collected.

4.127 It was found that statistics section at the directorate level was not getting upto date statistics on regular basis. Consequently, the work suffered owing to non-availability of complete statistics from the district level officers.

VI STATE LEVEL

4.128 The Education Secretary was assisted by a Special Secretary, 4 Joint Secretaries and four Deputy Secretaries. These officers were supported in their work by three under secretaries, three officers-on-special duty and 15 section officers. There were two joint secretaries, one deputy secretary and one officer-on special duty, drawn from the education cadre.

4.129 The educational policy and plans were formulated according to the guidelines and directives received from the Government of India and Planning Commission. The plans were first prepared by the education directorate, sent to the planning section of the education department for scrutiny and approval of the education secretary. These plans were also discussed and scrutinised further by the State Finance Department and State Planning Department before submission to the Planning Commission. Finally, approved plans were incorporated in the state budget.

Findings of the Study

5.01 On the basis of the secondary data available in the State Education Department and the analysis of the primary data collected from sample schools and functionaries, the findings regarding the existing administration of elementary education from village to state level are given below:

I VILLAGE LEVEL

5.02 There were departmental instructions to schools for taking regular census of the children in the age group 6-11 of the areas they served. But there remains considerable scope with regard to improvement in the keeping of these records as also in evolving methods for checking their reliability. Systematic attempts were needed by the teachers to identify non-enrolled and drop-out children in the schools. In fact, the only purpose of the census so far had been to collect information and supply it to the higher authorities.

5.03 A campaign for enrolment was launched in one form or the other in the state every year, usually in the first quarter of the school session. The targets for additional enrolment were fixed for every teacher of the school. Teachers were expected to contact the parents of non-enrolled children. This in certain cases tended to over-reporting of figures of enrolment, particularly when there was no effective method of verification of these statements. It was found that in a number of cases these figures could be termed as normal increase because most of the children were already coming to the schools without their names being included on the rolls till then. It was, therefore, difficult to exactly evaluate the influence of these campaigns on increase in enrolment.

5.04 As pointed out earlier, planned efforts to bring in non-enrolled or drop-out children to schools

were very inadequate. Even in the cases of girls, and children belonging to weaker sections of society, no special efforts had been made to identify the non-enrolled or drop-outs.

5.05 Incentives provided to attract non-enrolled children mainly consisted of scholarships, free text books and stationery which were mainly available to the children of weaker sections of the society. Being limited in number, the incentives were inadequate. Further, these scholarships although sanctioned on monthly basis were usually disbursed towards the end of the session. In the opinion of teachers of sample schools, the number of scholarships should be substantially increased and be generally available to all the needy students. They also felt that the late disbursement of the scholarships defeated the very purpose for which these were meant.

5.06 In some schools midday meals were being provided by the department with the assistance of CARE. The teachers were of the view that this provision of midday meal had helped them in retaining children in school to some extent. It had also in certain cases induced the non-attending children to join school.

5.07 Provision for free supply of uniforms to some of the students of weaker sections of the society was being made from this year. The coverage, initially though small, would be gradually increased. It has been decided to study the impact of all these provisions including the midday meals programmes on increasing the enrolment and also on retention.

5.08 Most of the school buildings were inadequate, some were in a very bad condition. Previously, local bodies were expected to maintain and

repair these buildings. Local community was also expected to come forward in maintenance and repair of these buildings. However, the community participation in the repair of buildings was not significant. The government, therefore, decided to provide funds for the repairs of school buildings also. Although the provision was inadequate, it could be treated as a step in the right direction.

5.09 The government as a matter of policy also decided not to open a school without making a provision for the construction of its building as well. Construction work was mostly done by the department of Rural Engineering Service. The progress of the construction work was, however, slow.

5.10 Almost all the schools were ill-equipped as regards the supply of tat-patties. The headmasters stated that in most of the cases tat-patties had not been provided for the last 2 years. The Basic Shiksha Parishad provides a meagre sum to the Basic Shiksha Adhikari each year who made these purchases at the district level in accordance with the government orders and under instructions of the District Purchase Committee constituted for this purpose. The tat-patties reached the schools very late. It may be mentioned that in Hamirpur district no tat-patties had been purchased during the past three years.

5.11 Contingent money to meet petty expenses on purchase of chalk sticks etc., was being regularly disbursed to the teachers along with their salary. However, proper account of this money was not maintained in a number of schools. The majority of teachers of sample schools pointed out that these rates needed revision.

5.12 A Gram Shiksha Samiti was formed in each Gram Sabha under the U. P. Basic Education Act, 1972. The functions of this committee were to make suggestions to the Zila Basic Shiksha Samiti for the improvement of the basic school building and to ensure adequate equipment, and to inspect and make report to the District Basic Education Officer about the punctuality and attendance of the teachers of such schools.

5.13 Most of the Gaon Shiksha Samitis were not active. Their meetings in many schools were reported to be held at least once a year but it was felt that in some of the cases the members were

hardly conscious of their obligations. No school could show any concrete result emerging out of these periodical deliberations.

5.14 There was no co-ordination of school functionaries at the village level with the personnel of other developmental agencies such as gram sewaks, community health workers and lekhpals in their field of work.

5.15 The majority of teachers did not reside at the place of their postings. This made it difficult for them to establish contact with the community which had an adverse effect on the regular attendance of the children and organisation of co-curricular activities.

5.16 It was stated that the school hours were fixed by the Basic Shiksha Adhikari, 7 AM to 11 AM in summer and 10 AM to 4 PM for the rest of the year. No variation in timings to suit the local needs was reported.

5.17 Generally, the headmasters did not receive in time the inspection reports from the inspecting officers. They were, therefore, left with little time to implement the suggestions. It was found that a number of schools were first inspected in the month of November/December and the second inspection was made in the month of February/March.

5.18 It was observed that in schools where one teacher was functioning at the time of study, the teacher faced great difficulty in managing the school affairs. His control over the class weakened and it led to detraction of the importance of teaching among pupils.

5.19 There was no specific job chart for teachers of elementary schools. Hence, assistant teachers did not realise any responsibility of their own for enrolment and retention of students. They considered it as the sole responsibility of the headmaster.

5.20 The system of the school complex, in the technical sense of the term, is proposed to be started in the state from the next session in a limited number of schools but so far as the concept of integrating one school with another is concerned, the nucleus for such a complex already existed in the form of centre school system.

5.21 In-service training to teachers was provided at the regional level. It was observed that teachers avoided to go to regional headquarters for such training.

5.22 Generally teachers seemed satisfied with the present set-up of administration of elementary education, but they felt that the annual proposals for teachers' transfers should be finalized before the beginning of new academic session, preferably in the month of June. This would help in improving the tone of education.

5.23 The teachers of sample schools stated that they contacted the guardians of children to acquaint them with the progress of their wards, but such efforts seemed to be quite inadequate. Generally, there was lack of co-operation and understanding between teachers and guardians.

II. BLOCK LEVEL

5.24 In U.P., technically speaking, there was no block level officer. Each district was divided into educational circles in respect of elementary education, which may or may not be co-terminus with the blocks. These educational circles were not fixed entities like blocks, their boundaries were adjusted in accordance with the number of inspecting staff and the number of schools.

5.25 The record of census of children was not kept in a systematic way. The circle Sub-Deputy Inspector of Schools did not seem to be conscious of keeping enrolment data year-wise and maintaining a register for the purpose. Whatever data collected were transmitted to higher authorities and seldom used for the improvement of schools.

5.26 The record of non-enrolled, non-attending and drop-out children was not maintained at block level. In the absence of this record no fruitful efforts were possible in the direction of universalisation of elementary education.

5.27 The enrolment drives were undertaken without necessary preparation. Moreover, after the drive no sample checking was done by the Sub-Deputy Inspector to check the figures. Hence, the figures supplied by the school headmasters to Sub-Deputy Inspector of Schools remained in most cases unverified.

5.28 During the Third All India Educational Survey (1973-74) school-less habitations were identified. This survey was used for locating new schools. New schools were sanctioned every year by the State Government and the education directorate allotted them to the districts. The places for opening schools were selected by the Zila Basic Shiksha Simiti. The prescribed norms were followed for establishing school in most of the cases but exceptions would also be found in this regard in view of local pressing needs.

5.29 The prescribed number of holidays in the state excluding summer vacation was 35 days. The Zila Basic Shiksha Adhikari prepared the school-schedules and the list of holidays after consulting the list of public holidays declared by the District Magistrate.

5.30 Interviews with Sub-Deputy Inspectors revealed that the number of schools they were expected to inspect exceeded the prescribed limit. As against 60 schools in plains and 40 schools in hills, the number of schools they were to inspect varied between 59 and 128. In Hamirpur district the educational circles were not compact which created difficulties in the smooth functioning of educational administration at the block level.

5.31 The sanctioned strength of teachers was not fixed for a school or a block. The number of teachers was adjusted according to the number of students. Hence, this number changed in many schools from year to year. The teachers and the Sub-Deputy Inspectors of Schools were of the view that this system had not been helpful in affecting improvements in the educational system.

5.32 The teacher-pupil ratio in primary schools varied from 24 in Hawalbagh circle of Almora district to 37 in Madanpur circle of Mainpuri district. The teachers were unwilling to join schools at inconvenient places, and even after resuming duties, they were found irregular. At the time of study, the village school of Atrar was functioning without the lady teacher as she did not join her duties. In another school of this village, one teacher did not join his posting, with the result the two schools had to be combined. There was no such problem in schools located on the roadside.

5.33 Majority of schools were inspected in the months of November/December and February/March only. Instances were not lacking where the inspecting officer inspected 3 to 4 schools in one day. However, instructions have now been issued by the department to inspect, at least, 10 schools in a month.

5.34 For effective control of schools, the head-quarter of the Sub-Deputy Inspector of Schools was shifted from district headquarters to block headquarters. It was expected that he would now be in a better position to watch the educational progress of his block closely and to function in a more effective manner. However, in practice the implementation of the above policy could not be as successful as it should have been because the Sub Deputy Inspector was not provided with any office or assistant at the block level. This made him run every now and then to the district headquarters; thus, for all practical purposes block level functioning could not materialise.

5.35 The proforma of school inspection used by the inspecting officers was on traditional pattern. Even the revised proforma (given in Annexure VI) did not seem to be adequate as it excluded points regarding drop-outs, incentives etc. which are so significant in relation to programme of universalisation. The inspecting officers generally did not indicate in their report the strategy to be adopted for increasing the enrolment and retention of students. They also did not mention whether they contacted the local people during their inspection. More often than not, inspecting officers sent their inspection reports quite late. Thus, the contribution of these reports towards qualitative improvement of elementary education was not much.

5.36 Every Sub-Deputy Inspector of Schools/ Assistant Inspectress of Girls Schools was expected to maintain a work register regarding the conditions of the schools under his/her charge. It was observed that very few inspecting officers kept their registers up-to-date.

5.37 The maximum time of SDIs was spent on furnishing information to higher authorities, preparation of monthly returns, attending meetings and other ad hoc activities.

5.38 SDIs was not vested with powers to take disciplinary action against the non-serious teacher

or to transfer him to an inconvenient place in his circle.

5.39 There is no system of providing incentives to good workers.

5.40 Some short-term training courses for Sub-Deputy Inspectors were organized by the department through special institutes, but there did not exist any regular system for their in-service training.

III. DISTRICT LEVEL

5.41 The District Inspector of Schools was the highest inspecting and supervisory officer to control the educational affairs in the district. His primary responsibility was in the area of secondary education. He was assisted by Zila Basic Shiksha Adhikari and Additional Basic Shiksha Adhikari (Women) in matters of elementary education. These two officers were mainly concerned for promotion of elementary education and its control. They had powers to appoint and punish teachers. Zila Basic Shiksha Adhikari was assisted by a Deputy Inspector of Schools in respect of rural areas and Shikhsa Adhikari in respect of urban areas. These officers were in charge of their respective fields. The Deputy Inspector of Schools was assisted by a number of Sub-Deputy Inspectors of Schools. Additional Basic Shiksha Adhikari (women) was assisted by a Deputy Inspectress of Girls Schools and Assistant Inspectresses of Girls Schools.

5.42 The Deputy Inspector of Schools and the Deputy Inspectress of Girls Schools were the key officers in the administrative set-up, so far as the universalisation of elementary education is concerned. An energetic Deputy Inspector of Schools could be of great help in accelerating the pace of progress of universalisation and improving the quality of elementary education. It was felt that the Deputy Inspector of Schools was not proving effective to the desired extent in supervision and inspection of schools because of his constant occupation with office work. The quantum of his office work needed to be reduced to enable him to devote more time to planning and monitoring of various schemes of universalisation.

5.43 There was a Zila Basic Shiksha Samiti in every district constituted under the U.P. Basic Education Act, 1972, for planning and co-ordinating

the educational activities at elementary stage. The members of this samiti were :

— Adhyaksha Zila Parishad	Chairman
— District Inspector of Schools	Member
— District Development Officer	Member
— Zila Basic Shiksha Adhikari	Member Secretary
— Additional Basic Shiksha Adhikari (Women)	Member
— Harijan and Samaj Kalyan Adhikari	Member
— Three nominees of State Government from Zila Parishad members	Member
— Deputy Inspector of Schools	Member Assistant Secretary

5.44 The main functions of the samiti were:

- to administer the basic schools situated within the rural areas of the district;
- to establish new basic schools; and
- to prepare schemes for the development; and expansion and improvement of such basic schools.

5.45 Nagar Basic Shiksha Samitis were formed for each city, municipality and town area.

5.46 The Govt. vide G.O.No.1076/XV(5)87/74 dated March 12, 1976 constituted a committee for purchase of tat-patties and equipment for Basic Shiksha Parishad Schools in each district. The members of the committee included;

— Adhyaksha Zila Parishad	Chairman
— Additional District Magistrate (ADM) Planning	Member
— Zila Panchayat Raj Adhikari	Member
— Zila Basic Shiksha Adhikari	Convener

5.47 The government have further instructed that tat-patties, etc., were to be purchased from Panchayat Udyog. It was found that Panchayat Udyog experienced difficulty in making the supply in time. Moreover, their products were costly as compared to the prevalent market rates.

5.48 Except a few, all the schools in rural areas were managed/run by Basic Shiksha Parishad. The Basic Shiksha Adhikari/Additional Basic Shiksha Adhikari (Women) was the appointing authority of male/female teachers.

5.49 The requirement of the teachers for primary schools was assessed on the basis of teacher-pupil ratio, which at present is 1:40. In junior high schools this requirement is assessed on the basis of the sections of the classes with a minimum of 5 teachers.

5.50 Adjustment of teachers according to enrolment was done every year. There were instructions to the effect that every effort should be made to raise single teacher primary school to two-teacher school by bringing non-enrolled children to school. However, a number of single teacher schools existed and it seemed that with the increase and expansion of schooling, such schools would remain with us for some more years to come.

5.51 At the district level also, there was no proper arrangement for maintaining the records of enrolment, non-attending children and drop-outs, either in the office of the Zila Basic Shiksha Adhikari or in the office of the Deputy Inspector of Schools. In its absence, all district level planning assumed an ad hoc character and lacked the required thrust needed for the universalisation of elementary education.

5.52 In every district there was at least one Basic Training Institute for boys and another for girls which offered a two-year course with an intake capacity of 50 boys and 30 girls respectively. In all there were 121 such institutions, 65 for boys and 56 for girls, in the state. Stipends were given to 25% of the trainees at the rate of Rs. 20 per trainee per month for boys and Rs. 30 per month for girls. This amount has become insufficient in the present circumstances.

5.53 As per G.O.No.1105/XV(I)-73-101/73, October 23 1973, Zila Basic Shiksha Adhikari was empowered to grant casual leave to his subordinates, sanction leave up to a period of 4 months and make an alternate arrangement, transfer SDIs and ministerial staff within the district; make entries in the character rolls, approve tour programmes and counter-sign T.A. bills of inspecting officers, and appoint,

transfer, promote and punish certain category of employees.

5.54 Similarly, the Additional Basic Shiksha Adhikari (Women) was also assigned similar powers in respect of girls institutions and lady teachers.

5.55 The Deputy Inspector of Schools approved tour programme of subordinate inspecting officers, proposed entries in their confidential reports and granted casual leave.

5.56 The Deputy Inspectress of Girls Schools was assigned similar powers in respect of female officers and employees.

5.57 The functions and powers of Basic Shiksha Adhikari, Additional Basic Shiksha Adhikari, Deputy Inspector of Schools, Deputy Inspectress of Girls Schools, and Shiksha Adhikari were described in the Directorate's letter No. Shivir Mukhya 1-5/1719/5219/73-74, April 2, 1973.

5.58 In addition to the above, these officers were assigned some other functions, mentioned in the Education Board Basic Shiksha Parishad Act 1972, Compulsory Education Act U.P., Recognized Basic Schools Rules 1975, Basic Shiksha Parishad Employees Provident Fund Rules. A recent addition to this long list of functions was the disbursement of salaries to teachers/employees of aided junior high schools run by the private managements.

5.59 The Zila Basic Shiksha Adhikari was an appointing, punishing and promoting authority, but he could not transfer any non-serious teacher without obtaining the prior approval of the Zila Transfer Committee which was headed by the District Inspector of Schools. Such occasions were not rare when he made adjustment against his own decisions.

5.60 The district level officers could inspect only a few schools owing to their heavy workload. Even in the case of these few schools they could not spare sufficient time to assess the work and performance of the teachers and provide professional guidance. Thus, the impact of these inspections was very little.

5.61 It was found that the Basic Shiksha Adhikaris generally did not review the inspection reports received from the inspecting staff.

5.62 The Basic Shiksha Adhikaris stated that they faced the following main problems in the field of administration:

- time lag in the appointment of teachers in the schools;
- no proper system to replace the old furniture, equipment and teaching aids;
- non-completion of inspection till the end of the session;
- ill equipped and insufficient staff;
- external interference in the administration especially, in posting and transfers of teachers; and
- late receipt of financial grants for disbursement of teachers' salary.

5.63 The collection of statistics at the district level was also done in an ad hoc manner. Compiled data were seldom verified. Formulation of plans on the basis of analysis of the data was a rare feature. In fact, compilation of data received a lowest place on the priority list. It was for this reason that sometimes discrepancies in the reporting of statistics were also noticed.

5.64 The main problems enumerated by Deputy Inspectors were:

- insufficient office staff
- heavy administrative responsibilities
- external interference
- incomplete records
- community's apathy
- no real power to control and check the erring Sub-Deputy Inspector of Schools and teachers of basic schools.

5.65 The Additional Basic Shiksha Adhikari (Women) and Deputy Inspectresses of Girls Schools faced more or less the same problems in their respective spheres.

IV. REGIONAL LEVEL

5.66 There were eleven Regional Deputy Directors of Education and 11 Regional Inspectresses of Girls Schools who were in charge of boys and girls

education in their regions respectively. These officers served as a link between the district level administration and the directorate and the Basic Shiksha Parishad, U.P. It was felt that Basic Shiksha Parishad Act should be suitably amended to make statutory provisions in regard to their obligation towards elementary education.

V. DIRECTORATE LEVEL

5.67 The Director of Education was responsible for the growth of both elementary and secondary education in the state. He was, however, assisted by two Additional Directors (Basic and Secondary) in the discharge of his functions.

5.68 The Directorate of Education at Allahabad has a wing consisting of different sections under the charge of the Additional Director of Education (Basic) for dealing with matters relating to elementary education. There were various other sections also which served both the elementary and secondary wings. A Deputy Director of Education assisted by an Assistant Director, looked after the main elementary sections. Other common sections such as training, finance, statistics, services and pension have their own hierarchy of officers which included Assistant Deputy Directors/Assistant Directors, Deputy Directors or/and Joint Directors. Sections responsible for planning and administration of elementary education circulated the targets for enrolment, opening of new schools, construction of buildings etc. The Directorate also provided finance for regular disbursement of salaries of teachers every quarter and released grants for developmental activities to the District Basic Education Officer.

5.69 Uttar Pradesh had also a Basic Shiksha Parishad established under the U.P. Basic Education Act 1972, to promote basic education in the state and co-ordinate arrangements in this regard. The parishad members included:

- Director of Education (Ex-officio) Chairman
- Nomination by the State Government of two Presidents of Zila Parishads, one of the Nagar Pramukhs of corporations, one of the Presidents of Municipal Boards, and two educationists Member
- Finance Secretary (Ex-officio) Member

- Principal, State Institute of Education (Ex-officio) Member
- Secretary, Board of High School and Intermediate Education (Ex-officio) Member
- President, Primary Teachers Association, U.P. (Ex-officio) Member
- Nomination of one officer the rank of Deputy Director Education Member Secretary

5.70 The main functions of the Parishad were:

- to prescribe syllabus and books for basic education and teachers' training;
- to conduct junior high school and BTC examinations and to grant diplomas or certificates to successful candidates;
- to prescribe norms for establishing schools by the Zila Basic Shiksha Samiti or Nagar Basic Shiksha Samiti and to supervise their administration in respect of teaching and preparation of the candidates for admission to the examinations conducted by the Parishad;
- to take over the management of all such schools as were previously being managed by the local bodies;
- to control and supervise all basic schools, normal schools, BTC units and State Institute of Education;
- to approve (with or without modifications) any scheme for promoting development and extension of Basic Education including research prepared by the Zila Basic Shiksha Samiti or Nagar Basic Shiksha Samiti;
- to acquire and hold property and to accept donation of building or equipment for a basic school or a normal school on conditions which the parishad deemed fit; and
- to receive loans, grants and other assistance from the State Government. The parishad has the power to do all such other acts and things as may be requisite in order to further its objectives.

5.71 The Member-Secretary is the principal executive officer of the parishad who in the context of the above functions, carries out the day-to-day administration of the parishad with the help of a class II officer and necessary supporting staff. It may be mentioned that the Secretary is the appellate authority in all service matters of the BSP school teachers and the Chairman (Director) is the appellate authority in respect of headmasters.

5.72 A note on recognised junior and senior basic schools run by private management but under the control of department has been given in Annexure IX.

VI. STATE LEVEL

5.73 The Education Secretary was the Head of the Education Department at the secretariat level. He was assisted by a Special Secretary, Joint Secretaries, Deputy Secretaries, Officers on Special Duty and Under Secretaries in his work. The position of the elementary education in the state was communicated to the state government mainly by the directorate of education. The policies and the programme of the state government regarding elementary education, were implemented through the Director of Education and Basic Shiksha Parishad.

Recommendations

6.01 The findings about the existing set-up of administration of elementary education from village to state level in Uttar Pradesh were indicated in previous chapters. The pointwise recommendations for strengthening and streamlining the administration of elementary education in Uttar Pradesh at different levels, are:

I. VILLAGE LEVEL

6.02 The departmental instructions of taking regular yearly census of children belonging to the age group 6-11 at the village level should be strictly implemented in order to identify non-enrolled children and drop-outs. Census register showing details about the head of family, number of members in the family, occupation, dropouts and non-enrolled children should be properly maintained. Detailed guidelines and instructions should be issued for using various data of the census for increasing the enrolment. Data should also be maintained for the children of the age group 11-14.

6.03 Detailed instructions should be issued for making continuous efforts to ensure regular attendance of children.

6.04 The job charts of the headmasters and assistant teachers of elementary schools should be so revised that the above mentioned tasks become their primary responsibility.

6.05 The Gram Shiksha Samiti should be activated by authorising it to operate the funds collected by mobilising the community support. The community support could be in any one of the forms, some collection per family, some levy on cultivated land or some amount per pupil studying in schools.

6.06 The Gram Shiksha Samiti should primarily be associated with the increasing of enrolment. The village level workers of other departments e.g. gramsewak, community health worker, lekhpal etc. should be invited to the meeting of the samiti, whenever necessary. The responsibility of the samiti should be to involve the community in the various schemes formulated for the betterment of elementary education. The tenure of the nominated members should be two years.

6.07 The present practice of enrolment drive needs change. Proper strategy should be planned before the drive is launched. Such pockets as have heavy concentration of non-enrolled children, should be the special targets of drives.

6.08 Equal emphasis has now to be given to the retention of children along with enrolment. Efforts should not cease with the achievement of targets of enrolment. Teachers should be given targets for retention also. Performance of headmasters and teachers should be evaluated on the basis of retention of children along with the achievement of additional enrolment targets. Instructions should be issued to the effect that if any case of over-reporting is detected, it would lead to disciplinary action against the teacher.

6.09 There must be some provision to provide incentives to all the non-enrolled and non-attending children. To begin with, free text books should be provided to all the children of the economically backward sections of the society. Attempts should be made for timely availability of incentives.

6.10 Special efforts should be made for attracting girls of scheduled castes and scheduled tribes in the schools. Number and amount of scholarships

for them should be increased. The procedure for granting/renewal of scholarships should be simplified and attempts made to disburse scholarships at least on quarterly basis.

6.11 Impact of the present incentives on enrolment and retention of children should be assessed through special studies. The findings of these studies should form the basis for further continuation of these incentives.

6.12 Attempts should be made to modify the present curriculum to suit the needs of the child and reduce academic burden through adoption of creative ways of learning as suggested in the Ishwarbhai Patel Committee Report.

6.13 Rates of fixed contingency per month may be raised from Re 1 to Rs 2 per teacher in primary schools, from Rs 2 to Rs 4 per teacher in junior high schools and from Rs 5 to Rs 10 per centre school. Instructions should be issued for proper maintenance of accounts.

6.14 It is desirable that teachers should reside as far as possible at the place of their posting and the local community should be persuaded to provide free residential accommodation to them. This will certainly help to increase the enrolment and decrease the drop-outs.

6.15 School inspection reports should be taken seriously by the headmasters of schools and the points raised in them be brought into the notice of the Gram Shiksha Samiti insofar as they relate to the physical aspects of the school.

6.16 A well knit system of school complex needs to be developed. In the state, centre schools are functioning since decades as administrative units. It is now being proposed that from next session school complexes should be formed round these nucleus schools in a phased manner. These schools would be equipped with teaching aids and materials. The head teacher would be given training for the successful implementation of the scheme.

6.17 There must be some incentives/rewards for such teachers who have done commendable work in the field of universalisation.

II. BLOCK LEVEL

6.18 It was felt that for the huge task of universalisation, the present infrastructure of super-

visory staff was highly inadequate and not very well equipped for the new challenges that were ahead. In course of time a village would have some sort of school, formal/non-formal, primary, middle or a continuation class. On an average, a block in the state has 60 to 140 villages/habitations. As such, an equal number or more educational centres will have to be supervised. It was estimated that about five hundred employees would be working in a block. Besides, the block level functioning will have to be developed and strengthened in such a way as to make it a centre for efficient block level planning (working out schoolwise position and fixing targets for enrolment, etc), monitoring data work and analysing it, supplying educational information, supervising various incentive schemes etc. Therefore, it is proposed that each block should have a Block Education Officer with an independent office, for controlling educational, financial and administrative matters of schools/centres in the blocks. They shall work as drawing and disbursing officers in respect of the subordinates working within the block; the teachers, clerks, peons and chowkidars, the school mothers, the cooks for the midday meals etc. The school building construction work, the maintenance of service books, provident fund account etc. shall all become the responsibility of Block Education Officers. Besides Block Education Officers, every block will need Assistant Education Officers for routine supervision, enrolment drives, child census, examination etc. The Block Education Officers will also need an office assistant for every 100 employees and at least one office peon and one chowkidar. The estimated cost would be Rs. 430 lakhs (For detail estimates see Annexure X) including building component.

6.19 At the block level schoolwise and classwise comparative position of non-attending children should be worked out. Suitable strategies should be developed for bringing in children, especially girls belonging to scheduled castes and tribes. Schools should be specially directed to make all out efforts for regular attendance of children. Figures of average attendance, schoolwise and classwise, should be analysed by the inspecting officer at the monthly meeting of head teachers. The block level officer should also check the figures supplied by the schools and a serious view should be taken against such teachers as resort to misreporting of average attendance and enrolment.

6.20 The present practice of organising enrolment drives at the beginning of the academic session will have to be pursued more vigorously and sustained efforts will have to be made to persuade the reluctant parents to send their children. The work of the headmasters and teachers should be assessed every year on the basis of their performance in respect of universalisation programme.

6.21 The existing proforma of inspection of basic schools should be further revised. In the revised proforma, points regarding census of children, drop-outs, involvement of local community etc., should also be included. It should be such that the entire picture of quantitative and qualitative aspects of elementary education gets reflected in the inspection reports.

6.22 Due weightage should be given to the proposals of the block level officer regarding the transfer of teachers from his circle to other circles in the district.

6.23 Regular programme of providing in-service training to teachers of primary schools should be organised in the normal schools in every district and not at the regional level. The enthusiastic block level officers may also be encouraged to organise occasional short duration camps at the block level, with the help of district resource persons in areas which need immediate orientation.

III. DISTRICT LEVEL

6.24 The District Inspector of Schools being the superior education officer in the district should be fully responsible for the promotion and development of elementary education in the district. He should be vested with full administrative control over his subordinates offices and staff in the district.

6.25 The Zila Basic Shiksha Adhikari being the chief executive officer in the field of elementary education, should be responsible to develop the strategies for the universalisation of programmes, their implementation and follow-up.

6.26 A separate cell should be opened in his office to verify the data collected from the field, to monitor and to evaluate the same to plan future programmes and to assess progress of enrolment drives and impact of incentives.

6.27 The Zila Basic Shiksha Adhikari should see that every year teaching aids, furniture and equipment are purchased in time and supplied to the schools before the new academic session started and no amount remains unutilised. The government should provide adequate budget to equip the schools.

6.28 It should be made obligatory for the Zila Basic Shiksha Adhikari/Additional Basic Shiksha Adhikari (Woman) to inspect at least 5 schools in a month. He/she must inspect at least one centre school in each circle in detail. He/she should also review the inspection reports of his/her subordinate inspecting officers and send his/her comments in writing for compliance. The job chart of the Deputy Inspector of Schools, Deputy Inspectress of Girls Schools, too should be revised accordingly.

6.29 The Zila Shiksha Adhikari should arrange short-term refresher courses for different subjects, such as science and mathematics for teachers of elementary schools with the help of Regional State Institutes at the district headquarters.

6.30 The Zila Basic Shiksha Adhikari should be empowered to make administrative transfers of erring and non-serious teachers. This will help in improving the tone of administration and increase confidence in his subordinate staff.

6.31 The office of the Zila Basic Shiksha Adhikari needs to be strengthened. The present supporting staff in his office is unable to cope with the ever increasing varieties of demands and functions effectively. He should be provided with additional supporting staff—three noter drafters, four routine clerks, one typist, one orderly, two peons and one chowkidar. The estimated cost would be Rs. 22.73 lacs. (For details see Annexure XI).

6.32 Every Basic Shiksha Adhikari should be provided with a jeep to make him more mobile. So far this facility is available to 20 officers. The facility of a telephone is also necessary for effective functioning of his office. The estimated expenditures involve Rs. 21.85 lacs for jeeps and Rs. 1.57 lacs for telephones (Annexure XII).

IV. REGIONAL LEVEL

6.33 The Regional Deputy Directors of Education are exercising control in the field of elementary

education through departmental orders. It is recommended that Basic Shiksha Parishad Act may be amended to give them authority under statutory provisions in order to discharge their obligations in an effective manner.

6.34 The job chart of Regional Deputy Director of Education should require him to inspect at least 2 nucleus (centre) schools of his region per month. He should invite quarterly progress report regarding progress made in bringing back the drop-out children, enrolling non-enrolled children, position with regard to buildings, distribution of scholarships, etc. He should send his comments on these reports to the district level officers for undertaking follow-up measures.

6.35 A separate cell with a minimum staff of one Deputy Inspector of School, one noter-drafter, two routine clerks, and one attendant should be established at regional headquarters to evaluate the progress made in the programme of universalisation of elementary education and give proper guidance in this respect. The estimated cost for this purpose will be Rs. 4.53 lacs (For details see Annexure XIII).

V. DIRECTORATE LEVEL

6.36 It is recommended that a State Council of Educational Research and Training (SCERT) should be established on the pattern of National Council of Educational Research and Training (NCERT) which should pay special attention to the problems of elementary education and provide proper guidance to field officers, publish a monthly journal containing articles on innovative and

contemporary ideas and incorporating departmental orders issued from time to time. This should be supplied free of cost to all centre schools in the district, public libraries and field officers. This institute may also be assigned the task of receiving information of facts and figures from village, block and district levels through the Regional Deputy Directors of Education and use the same for future planning.

6.37 The annual performance appraisal reports of different administrative functionaries connected with elementary education should be revised and related to their responsibilities regarding the programme of universalisation, highlighting the aspects pertaining to the enrolment and retention of children, monitoring, supervision and evaluation of the programme and contact with the local communities.

VI. STATE LEVEL

6.38 For successful planning and effective implementation, coordination, evaluation and monitoring of elementary education, it is recommended that a separate cell in the secretariat headed by an officer of the rank of Deputy Secretary and supporting staff be established. The Deputy Secretary should be drawn from the personnel of education department. The estimated expenditure on the proposed cell would be Rs. 0.42 lacs (For details see Annexure XIV).

6.39 It is also recommended that the state government should place adequate budget for equipping the schools in a phased manner.

Districtwise Requirement of Primary Schools and Teachers During Sixth Plan (1978-83)

S. No.	District	Enrol- ment I-V (1977-78)	Enrol- ment to be achieved by (1982-83)	Addi- tional enrol- ment to be achieved	Enrolment to be achieved through			Total number of teachers required for new schools
					Non- formal arrange- ments	Formal programme Against existing capacity	Through expansion	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1	Allahabad	446	511	65	46	10	9	672
2	Azamgarh	443	491	48	34	6	8	395
3	Bahraich	223	293	70	49	3	18	923
4	Ballia	228	274	46	33	10	3	128
5	Basti	461	499	38	27	2	9	725
6	Deoria	442	482	40	28	3	9	442
7	Faizabad	226	330	64	45	17	2	213
8	Ghazipur	218	260	42	30	9	3	128
9	Gonda	324	383	59	42	11	6	796
10	Gorakhpur	432	522	90	64	24	2	346
11	Jaunpur	266	340	74	52	15	7	337
12	Mirzapur	229	271	42	30	5	7	318
13	Pratapgarh	201	240	39	28	4	7	336
14	Sultanpur	239	281	42	30	7	5	235
15	Varanasi	400	496	88	62	21	5	463
16	Almora	85	114	29	20	4	5	558
17	Pithoragarh	55	75	20	14	3	3	444
18	Dehradun	83	109	26	18	4	4	172

(Continued)

ANNEXURE I (i) *Concluded*

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
19	Garhwal	74	94	20	14	3	3	470
20	Chamoli	30	50	20	14	3	3	331
21	Nainital	100	151	51	36	8	7	352
22	Tehri Garhwal	39	69	30	21	2	7	46
23	Uttar Kashi	13	28	15	11	2	2	60
24	Banda	169	208	39	28	9	2	134
25	Hamirpur	122	175	53	37	15	1	114
26	Jalaun	120	145	25	18	2	5	86
27	Jhansi	123	154	31	22	8	1	178
28	Lalitpur	61	77	16	11	4	1	96
29	Aligarh	312	365	53	37	10	6	497
30	Bareilly	257	310	53	37	11	5	431
31	Bijnor	218	264	46	33	6	7	380
32	Budaun	230	281	51	36	8	7	320
33	Agra	338	409	71	50	16	5	511
34	Bulandshahar	262	358	96	68	24	4	294
35	Etah	206	273	67	47	16	4	201
36	Etawah	214	236	42	30	4	8	375
37	Farrukhabad	204	270	66	47	13	6	368
38	Mainpuri	198	253	55	39	11	5	266
39	Mathura	169	224	55	39	15	1	162
40	Meerut	516	396	80	57	22	1	364
41	Muradabad	363	428	65	46	14	5	372
42	Muzaffarnagar	250	312	62	44	17	1	139
43	Pilibhit	75	134	59	42	14	3	162
44	Rampur	124	164	40	28	9	3	183
45	Saharanpur	310	368	67	47	11	9	289
46	Shahjahanpur	159	218	59	42	13	4	280
47	Barabanki	214	280	66	47	14	5	284
48	Fatehpur	166	220	54	38	11	5	101
49	Hardoi	254	317	63	45	8	10	566

(Continued)

ANNEXURE I (i) *Concluded*

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
50	Kanpur	469	535	66	47	14	5	1160
51	Kheri	174	258	84	58	17	9	428
52	Lucknow	284	284	80	57	21	2	651
53	Rae Bareli	207	256	49	35	5	9	530
54	Sitapur	230	322	92	65	15	12	718
55	Unnao	217	260	43	30	8	5	279
56	Ghaziabad*							
Total		12341	15337	2906	2055	561	290	19991

Districtwise Requirement of Junior High Schools and Teachers During Sixth Plan

(Enrolment in thousands)

S. No.	District	Enrolment VI-VIII (1977-78)	Enrolment to be achieved by (1982-83)	Additional enrolment to be achieved	Enrolment to be achieved through formal programme			Total number of middle schools required
					Non- formal arrange- ments	Against existing capacity	Through expansion	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1	Allahabad	90	132	42	24	3.6	14.4	180
2	Azamgarh	88	127	39	22	3.4	13.6	170
3	Bahraich	31	75	44	25	4.2	14.8	185
4	Ballia	50	72	14	8	1.2	4.8	68
5	Basti	90	129	39	22	3.4	13.6	170
6	Deoria	80	124	44	25	4.2	14.8	185
7	Faizabad	51	85	34	19	3.0	12.0	150
8	Ghazipur	51	67	16	9	1.4	5.6	70
9	Gonda	57	98	41	23	3.6	14.4	180
10	Gorakhpur	90	135	45	25	5.2	14.8	185
11	Janupur	59	88	29	16	2.6	10.4	130
12	Mirzapur	34	70	36	20	3.2	12.8	160
13	Pratapgarh	47	61	14	8	1.2	4.1	68
14	Sultanpur	39	72	33	18	3.0	12.0	150
15	Varanasi	106	128	22	12	2.0	8.0	100
16	Almora	24	29	5	3	0.4	1.6	20
17	Pithoragarh	15	19	4	2	0.4	1.6	20

(Continued)

ANNEXURE I (ii) *Concluded*

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
18	Dehradun	22	28	6	3	0.6	2.4	30
19	Garhwal	21	25	4	2	0.4	1.6	20
20	Chamoli	9	13	4	2	0.8	1.2	15
21	Nainital	29	39	10	6	0.0	3.2	40
22	Tehri Garhwal	14	18	4	2	0.4	1.6	20
23	Uttar Kashi	3	7	4	2	0.8	1.2	15
24	Banda	33	54	21	12	1.8	7.2	90
25	Hamirpur	18	45	27	15	2.4	9.6	120
36	Jalaun	31	37	6	3	0.6	2.4	30
29	Jhansi	33	39	6	3	0.6	2.4	30
28	Lalitpur	10	19	9	5	0.8	3.2	40
29	Agra	92	106	14	8	1.2	4.8	60
30	Aligarh	60	94	26	15	2.2	0.0	110
31	Bareilly	35	00	45	25	5.2	14.8	185
32	Bijnor	43	69	26	15	2.2	8.8	110
33	Budaun	35	73	38	21	3.4	13.6	170
34	Bulandshahr	71	93	22	12	2.0	8.0	180
35	Etah	40	70	22	12	2.0	8.0	100
36	Etawah	53	66	13	7	1.2	4.8	60
37	Farrukhabad	59	69	10	6	0.8	3.2	40
38	Mainpuri	45	66	21	12	1.8	7.2	90
39	Mathura	45	30	13	7	1.2	4.8	60
40	Meerut	125	154	29	16	2.6	10.4	130
41	Moradabad	94	111	17	10	1.4	5.6	70
42	Muzaffarnagar	59	88	22	12	2.0	8.0	100
43	Pilibhit	18	34	16	9	1.4	5.6	70
44	Rampur	16	42	26	15	2.2	8.8	110
45	Saharanpur	63	95	32	18	2.8	11.2	140
46	Shahjahanpur	20	56	28	16	2.4	9.6	120
47	Barabanki	37	71	34	19	3.0	12.0	150
48	Fatehpur	39	57	18	10	1.6	6.4	80
49	Hardoi	47	81	34	19	3.0	12.0	150

(Continued)

ANNEXURE I (ii) *Concluded*

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
50	Kheri	20	65	37	21	3.2	12.8	160
51	Kanpur	115	130	23	13	2.0	8.0	100
52	Lucknow	60	72	12	7	1.0	4.0	50
53	Rae Bareilly	39	65	26	15	2.2	8.8	100
54	Sitapur	39	83	44	25	4.1	14.9	186
55	Unnao	41	66	25	14	2.2	8.8	110
56	Ghaziabad*							
Total		2675	3950	1275	715	116.3	443.7	5541

Ranking of Districts on the Basis of Enrolment

<i>District</i>			<i>District</i>		
<i>Percentage of enrolment (age group 6-11)</i>			<i>Percentage of enrolment (age group 6-11)</i>		
(1)	(2)	(3)	(4)	(5)	(6)
1.	Jalaun	110.79	29.	Mainpuri	67.1
2.	Dehradun	98.5	30.	Mathura	66.1
3.	Pauri Garhwal	97.5	31.	Faizabad	66.5
4.	Pithoragarh	96.9	32.	Hardoi	65.8
5.	Ballia	87.0	33.	Badayun	65.0
6.	Ghaipur	87.0	34.	Rae Bareilly	65.2
7.	Deoria	85.0	35.	Lucknow	64.1
8.	Agra	81.9	36.	Rampur	64.6
9.	Pratapgarh	81.5	37.	Fatehpur	63.8
10.	Aligarh	79.4	38.	Gonda	62.5
11.	Etawah	79.1	39.	Nainital	62.5
12.	Gorakhpur	77.0	40.	Etah	62.4
13.	Azamgarh	76.0	41.	Lalitpur	62.2
14.	Mirzapur	75.0	42.	Almora	61.5
15.	Jhansi	74.5	43.	Jaunpur	61.5
16.	Bijnor	73.5	44.	Bahraich	58.5
17.	Basti	72.5	45.	Shahjahanpur	57.5
18.	Meerut	71.5	46.	Sitapur	56.9
19.	Mathura	69.4	47.	Varanasi	56.5
20.	Muzaffarnagar	69.5	48.	Saharanpur	56.1
21.	Unnao	68.7	49.	Lakhimpur Kheri	55.5
22.	Sultanpur	68.0	50.	Bulandshahr	55.0

(Continued)

(1)	(2)	(3)	(4)	(5)	(6)
23.	Farrukhabad	61.0	51.	Barabanki	53.9
24.	Allahabad	68.0	52.	Tehri Garhwal	53.0
25.	Chamoli	67.5	53.	Uttar Kashi	49.5
26.	Moradabad	67.8	54.	Hamirpur	46.3
27.	Kanpur	67.8	55.	Pilibhit	45.3
28.	Banda	67.4	56.	Bareilly	40.6

Tools Used to Collect Data in the Study

- | | |
|--|---|
| 1. A (I) Village schedule (information from head-master) | 7. C(II) Zila Parishad |
| 2. A (II) Information about community involvement | 8. D Regional set-up |
| 3. B (I) Block schedule (general information) | 9. E Set-up at headquarters |
| 4. B (II) Information from Block Education Officer | 10. SSI Status of non-formal education in the village |
| 5. B (III) Panchayat Samiti | 11. SSII Village school committee schedule |
| 6. C (I) District Education Officer | 12. SSIII Management of hostels and incentives |

Existing Status of Educational Administration

In the State of Uttar Pradesh 10-year schooling is divided into 5+3+2 for primary, junior and high school stages respectively. Although all the areas in the state are receiving adequate attention with regard to educational facilities and other connected matters, yet special provisions have been made for hill areas, Bundelkhand Zone and Eastern Zone of the state.

Financial assistance in the shape of exemption from tuition fees, grant of scholarships, stipends, distribution of free textbooks and uniforms is extended to the children of weaker sections of the society. Twenty per cent of the new schools opened each year are now earmarked for the localities predominantly inhabited by the weaker sections of the society. To encourage education among girls tuition fee is not charged from them up to class X. The boys are exempted from tuition fee up to class VI.

The following Acts, Codes and Rules form the legal basis of education up to secondary stage :

1. U.P. Basic Education Act, 1972.
2. Intermediate Education Act, 1921.
3. U.P. High School & Intermediate Colleges (Payment of Salaries) Act, 1971.
4. Education Code of U.P., 1953.
5. Basic Shiksha Parishad Employees Rules, 1975.
6. U.P. Basic Education Provident Fund Rules, 1975.
7. U.P. Recognised Basic Schools Rules, 1975.
8. U.P. Education Institutions (Prevention of Dissipation Assets) Act, 1974.
9. Junior High Schools (Payment of Salaries) Act, 1976.

Educational planning, at present, is being done at the directorate level and state level. Proposals from field officers are also called for in certain cases. Enrolment planning is confined to the age-group of 6-14 as per procedure laid down by the education department, with the approval of the state government.

Previously the local boards were responsible for the construction and maintenance of school buildings but now the

government is making provision for construction of buildings in a phased manner. Buildings for new schools are now being constructed in various districts mostly by Rural Engineering Service. The construction of primary schools, in hills has recently been entrusted to gram sabhas through the block agencies. Since last year some money has also been sanctioned to incur expenditure on petty repairs of the school buildings.

Recruitment to the post of assistant masters for primary schools was made from a combined list of basic training course (BTC) passed by male and female candidates of the district, maintained by the Basic Shiksha Parishad (BSP). Subject to prescribed reservations, a person passing the BTC examination in a particular year could not be appointed until all the candidates who had passed BTC examination in the preceding years were appointed. The merit list of successful BTC candidates in a particular year was prepared on the basis of the total of marks obtained in theory and teaching practice. These lists were prepared on the basis of the information directly received from training institutions. The necessity of getting the names forwarded through the employment exchange was not followed in the case of BSP school teachers, and every basic training course pass candidate automatically got appointment when his/her turn came. No exception to this rule was permitted. This system of recruitment was appreciated by all the sections of the society.

Teachers of BSP schools were paid their salary through banks but in some districts, it was distributed by asking the headmasters to come to the block/tehsil headquarters to receive the payment. According to a circular of the department, the salary of each month should be paid by the 7th day of the next month.

Examination

Evaluation of students attainment at primary level was done by a team of 3 teachers nominated by the Deputy Inspector of Schools. The team consisted of the headmaster of the Centre School and 2 headmasters of the primary schools attached to the centre. At the end of junior high school i.e., class VIII, evaluation was conducted through a public examination, by the Registrar, Departmental Examinations. Question papers were got centrally prepared by

the Registrar and sent to districts. The examination programme for the whole state was uniform and the dates were fixed by the Registrar, but the evaluation of answer sheets, tabulation of marks and declaration of results was done at the district level under the supervision and control of district education authorities.

The inspection and supervision of schools was the responsibility of the Field Inspecting Officers. For this purpose, the whole district was divided into a number of circles/contiguous areas, each area having about 60 schools in plain and 40 schools in hills. A Sub Deputy Inspector of Schools or Assistant Inspectress of Girls Schools was incharge of each circle. Girls junior high schools were inspected only by Assistant Inspectress of Girls Schools. The minimum number of regular and surprise visits to each school expected from the officers was 2 and 1 respectively. The interval between the visits should at least be of 3 months. The Deputy Inspector of Schools, Deputy Inspectress of Girls Schools, Zila Basic Shiksha Adhikari, Additional Basic Shiksha Adhikari (women) and District Inspector of Schools also inspected these schools. Two hundred tour days and 100 night halts were prescribed for Sub-Deputy Inspector of Schools, who had also the responsibility for inspection of non-formal education centres in their circles. Lesser number of tour days and night halts were prescribed for women officers and other superior officers. The headquarters of the Sub-Deputy Inspectors of Schools was the block but they had not been provided with office assistants. Hence, the officers had to make frequent visits to the district headquarters for various purposes.

The District Inspector of Schools was the chief education officer at the district level. He had been made responsible for all administrative, inspectoral and financial matters specially in the field of secondary education. In bigger districts, he was assisted by one or two associate inspectors of schools. In some districts where the number of girls higher secondary schools was quite high, District Inspectress of Girls Schools have also been posted. The Zila Basic Shiksha Adhikari, who was under the administrative control of the District Inspector of Schools, was responsible for all matters up to the elementary (basic) stage. But classes VI to VIII of the higher secondary schools were not under his supervision and control. He was assisted in his assignments by Deputy/Additional Deputy Inspector of Schools and a number of Sub-Deputy Inspectors of Schools appointed on the basis of schools in each district. Additional Basic Shiksha Adhikari (women) had also been appointed in many districts who looked after girls education with the assistance of Deputy Inspectress of Girls Schools and Assistant Inspectress of Girls Schools.

At the divisional level, the Deputy Director of Education is the head of educational administration and was responsible for supervision of the boys' institutions of the districts of his division. He had 4 to 5 supporting officers under him in his office. All the educational functionaries in the district were under his control. He was a link officer between the district education officers, directorate and state government. In each division there was also a Regional Inspectress of Girls Schools to look after the girls institutions.

At the state level the Director of Education was the chief executive in the field of basic, secondary, non-formal and adult education. He was assisted in all matters pertaining to administration, direction, supervision, research and training, evaluation, budgeting and planning etc. by Additional Directors of Education, who were delegated certain powers by the government. Some Joint Directors of Education, number of Deputy and Assistant Directors of education, besides a Chief Accounts Officer, Senior Accounts Officers, Accounts Officers and other supporting staff also helped him in the performance of the various duties detailed above. The directorate was located at Allahabad but the Director kept a camp office, with few supporting officers of all categories.

At the secretariat level, the Education Secretary, who looked after basic, secondary and higher education, was assisted by a Special Secretary, Joint Secretaries, Deputy Secretaries, Officer on Special Duty and Under Secretaries in formulation of policy and its implementation through the department.

Job of Deputy Inspector of Schools

The jobs of Deputy Inspector of Schools (DI) and Deputy Inspectress of Girls Schools (DIGS), Sub-Deputy Inspector of Schools (SDI) and Assistant Inspectress of Girls Schools (AIGS) are laid down in the Education Code and various circulars issued by the Director of Education from time to time. Some important assignments of DI are :

- to inspect all basic schools in the district;
- to identify localities for opening of new schools;
- to control and guide the work of SDIs;
- to work under the general guidance and supervision of the Basic Shiksha Adhikari;
- to comply with the rules and orders of the government, the Director of Education and Adhyaksha of Basic Shiksha Parishad (BSP);
- to maintain character rolls of basic teachers;
- to appoint class IV employees in BSP schools;
- to conduct enquiries entrusted by authorities,
- submit various information and reports to authorities;
- to prepare salary bills of BSP teachers and employees;
- to assist the BSA in discharge of his duties in an efficient manner;
- to grant leave to BSP teachers and staff;
- to make ad hoc arrangement of teachers in BSP schools not exceeding 15 days; and
- to act as drawing and disbursing officer for government employees working under him.

B. Sub-Deputy Inspector of Schools (SDIs)

The SDI is required to comply with the instructions given by the Deputy Inspector of Schools. Some of his important assignments include inspection of all basic schools in his charge and submission of various information and returns to DI. He is responsible for all developmental activities in schools of his circle and to act as friend, philosopher and guide to his teachers. The SDI nominates member on the gram shiksha samitis. He submits information regarding opening of new schools. He is responsible for preparing the list of children of weaker sections for grant of scholarships and other financial assistance and arranging for donation of land for the construction of building of new schools. His job list also includes inspection of non-formal education centres running in his circle and to work for achieving the goal of universalisation programme in his schools.

The jobs of DIGS and AIGS are more or less the same as are described for their fellow male officers except that the DIs are drawing and disbursing officers and have also been given certain additional responsibilities in matters of financial assistance, teachers' training and administrative control.

C. Headmaster

The headmaster of the primary school besides discharging academic duties is responsible for the following :

- contacting village community for enrolment, school development activities and attending to disputes on school land in courts;

- maintaining discipline in the school and control over the school staff;
- submitting various information and periodical returns to his superiors;
- executing and carrying out the instructions given by his superiors;
- arranging for petty repairs of the school building when financial assistance is provided for it;
- supervising the work of his assistants and guiding them; and
- acting as Secretary of Gram Shiksha Samiti

D. Teacher

The job of the village school teacher, besides academic duties includes the following:

- to work as class teacher, take attendance and realise fees, if any,
- to organize co-curricular activities in the school;
- to maintain discipline in the school;
- to look after the personal hygiene of his pupils;
- to assist the headmaster in various educational activities; and
- to maintain good relations with the village community and ensure their cooperation.

Position of Award of Stipend and Scholarships in Sample Schools

<i>District</i>	<i>Number of primary schools</i>	<i>Enrolment</i>	<i>No. of scholarships</i>	<i>Number of Junior high schools</i>	<i>Enrolment</i>	<i>No. of scholarships</i>
Almora	6	818	5	2	129	2
Bahraich	10	1,060	2	4	432	8
Hamirpur	12	1,593	3	5	853	24
Mainpuri	8	1,068	2	2	435	2
Total	36	4,539	12	13	1,849	36

Position of Availability of Other Incentives to Students in Sample Primary Schools

<i>Facility</i>	<i>Almora</i>			<i>Bahraich</i>			<i>Hamirpur</i>			<i>Mainpuri</i>		
	<i>ENR</i>	<i>AVAIL</i>	<i>%</i>	<i>ENR</i>	<i>AVAIL</i>	<i>%</i>	<i>ENR</i>	<i>AVAIL</i>	<i>%</i>	<i>ENR</i>	<i>AVAIL</i>	<i>%</i>
Text-books	818	31	4	1060	295	28	1593	13	1	1068	152	14
Midday meals	818	113	14	1060	193	18	1593	791	50	1068	—	0
Total	1636	144	9	2120	488	46	3186	804	25	2136	152	7

ENR : Enrolled students in sample primary schools. AVAIL : Number of students for whom incentives are available).

Revised Inspection Proforma

Date of supervision
Date of last supervision

1. Name of school

i. Supervision time
ii. Point of starting visit for the school inspection, date and mode of conveyance

2. Name of the supervising officer and his status

3. Student strength

<i>Class</i>	<i>Enrolment</i>			<i>Present</i>			<i>Average attendance of the session until the last month</i>		
	<i>Boys</i>	<i>Girls</i>	<i>Total</i>	<i>Boys</i>	<i>Girls</i>	<i>Total</i>	<i>Boys</i>	<i>Girls</i>	<i>Total</i>

4. Number of children in age-group 6-11 : Boys Girls Total

5. Number of children in age-group 6-11, boys and girls, who are residing in the radius of 1 and $\frac{1}{2}$ km. and are not attending any schools

6. *Teachers*

(i) Name of teacher

Permanent address with
block and tehsil

(ii) Present residence

(iii) Distance from school

(iv) Date of appointment in the school

(v) Date of appointment in this block

(vi) Date of regular appointment in the service

(vii) In-service training, if any (give complete details)

7. *Physical Conditions*

A. — Type of building, year of construction, its condition and ordinary map giving the sketch plan of the building

— Date of repair/white-washing

— Suggestions regarding building

B. Description of the land attached with the building and its utilisation

C. General maintenance of school

8. *Material and Equipment*

(a) Books

(b) Equipment

(c) Science material

(d) Other teaching material

(Indicate if b, c and d are adequate and how they are used)

9. Position of game and other funds in junior high schools,
period for which funds are collected :

Total amount collected

Has it been deposited in the Pass Book ?

Present position

10. *Educational Activities*

(a) Implementation of suggestions offered in the previous inspection

(b) Innovative experimentation education

(c) Written work

(d) Teacherwise supervision of the teaching work

(e) General educational status of the school and suggestions for improvement in teaching

(Classes of all teachers in the school should be inspected)

District and Block Educational Authorities, Schools and Institutions in the Sample

S. N.	Designation of authority/institution	Districts			
		Almora	Bahraich	Hamirpur	Mainpuri
(1)		(2)	(3)	(4)	(5)
1	Area (kms)	7,023	6,871	7,192	4,254
2	Urban areas (Number)	5	5	8	9
3	Tehsils	3	3	5	5
4	Gramsabha	1,233	1,530	678	1,072
5	Nyaya panchayat	130	190	98	132
6	Kshetra Samiti	17	19	11	15
7	Population (1971)	7,50,000	17,37,000	9,88,000	14,46,000
8	Literacy percentage	28.8	12.19	20.25	24.24
9	Higher Sec. Schools (1978)	105	33	37	64
10	Junior H. Schools (1978)	152	191	132	250
11	Primary Schools (1978)	1,001	1,297	1,052	1,270
12	Enrolment in Junior High schools (excluding 6-8 classes of high schools) 1978	10,500	25,017	7,608	33,721
13	Enrolment in primary schools	85,114	2,05,156	85,800	1,86,725
14	Teachers in Junior High Schools (1978)	662	855	399	1,037
15	Teachers in primary schools	3,129	4,214	2,496	3,640
16	6-11 age children (1977-78)	95,000	25,200	1,50,000	2,20,000
17	11-15 age children (1977-78)	52,000	1,40,000	84,000	1,23,000
18	Projected population in 1982-83	7,92,000	20,88,000	12,51,000	18,10,000
19	6-11 age children (1982-83)	1,00,000	2,66,000	1,59,000	2,31,000
20	11-14 age children (1982-83)	58,000	1,50,000	90,000	1,31,000
21	District Inspector of Schools	1	1	1	1

(1)	(2)	(3)	(4)	(5)
22 Associate Inspector of Schools	1	—	—	1
23 Basic Shiksha Adhikari	1	1	1	1
24 Addl. B.S.A. (Women)	—	1	1	1
25 Dy. Inspector of Schools	1	1	1	1
26 Addl. Dy. Inspector of Schools	1	1	—	1
27 Dy. Inspectress of Girls Schools	1	1	1	1
28 Pariyojana Adhikari	1	1	1	1
29 Sub Dy. I. of Schools	24	21	16	20
30 Asstt. Inspectress of Girls Schools	4	6	4	4

Job Chart of Regional Officers

According to the regional officers their role functions in the field of elementary education are as below:

- Inspecting the teaching work of a few sample primary schools.
- Directing the subordinate inspecting staff (SDI/AIGS) to carry out inspection of primary schools effectively.
- Directing the district level inspecting staff to devote more time to evaluation and assessment of teaching standard and achievement of students.
- Arranging short-term refresher courses for primary school teachers at the Regional Institute of Education with the coordination of the State Institute of Education and other special institutes.
- Promoting science education in primary schools.
- Encouraging teachers to adopt innovative practices in teaching.
- Arranging competitions not only for games and sports but also for cultural and literary activities at the regional level.

Administrative

- Transferring within the region subordinate inspecting staff male teachers of government institutions, clerks, class IV employees of subordinate offices, extension teachers and supervisors.
- Providing guidance to the district level officers in their administration and exercising control over their work.
- Granting permanent recognition to privately managed junior high schools.
- Appointing teacher staff in the government primary schools.
- Exercising control over the service matters of teaching, non-teaching and inspecting staff engaged in primary education including grant of leave, transfer, promotion and crossing of efficiency bar.
- Recommending the names of teachers for grant of awards.

Financial

- Granting loans from Provident Fund Accounts to all officers and supporting staff working under his jurisdiction.
- Sanctioning scholarships, stipends and book-aids to the students under various schemes.
- Sanctioning of maintenance grants to recognised Junior High Schools.
- Sanctioning non-recurring grants to recognised Junior High Schools.
- Recommending the applications of recognised Junior High School for pre-grant.
- Ensuring utilization of non-recurring grants sanctioned to all types of schools and extending the period of their utilization.
- Countersigning the TA bills of all the district level officers.

Non-Formal Education

Inspecting the functioning of non-formal education centres.

COORDINATION

The regional officers have given the following details about their interaction with representatives of other departments at the regional level.

- To furnish information regarding different educational schemes to the Commissioner of the Division.
- To cooperate and coordinate with other departments associated with development work.
- To give impetus to family welfare programme in collaboration with Health Department.
- To cooperate in achieving the targets of National Saving Scheme.

- To maintain inter-departmental coordination by taking part in Regional Development Committee.
- To assess the progress of building construction of Primary and Junior High Schools and maintain coordination amongst Public Works Department, Rural Engineering, Zila Parishad and other departments.
- To develop inter-departmental coordination by inviting representatives of different departments to functions celebrated at the Regional level.

ANNEXURE IX

Note on the Recognised Junior and Senior Basic Schools Run by Private Management

Besides the schools of the Basic Shiksha Parishad, the department controls the recognised Junior High Schools run by the private managements. To regulate the recruitment and conditions of service of teachers of these schools, the government framed the U.P. Recognised Basic Schools (Junior High Schools) Rules in 1978.

These rules have laid down the procedure of appointment, minimum qualifications and other service conditions of the staff of the privately managed schools. Now no headmaster or assistant teacher of these recognised schools may be discharged or removed or dismissed from service or reduced in rank or subjected to any diminution in emoluments or served with notice of termination of service except with

the prior approval in writing of the Zila Basic Shiksha Adhikari.

For recognised Junior Basic Schools run by private management also, similar rules have been framed by the State Government. Under these rules no person shall be appointed as teacher or other employee in any recognised school unless he possesses such qualifications as are specified in this behalf by the Parishad and for whose appointment the previous approval of the Basic Shiksha Adhikari has been obtained in writing. These rules further state that no order dismissing, removing or terminating the services of a teacher or other employee of a recognised school shall be passed save with the prior approval in writing of the Basic Shiksha Adhikari.

ANNEXURE X

Estimated Expenditure for 834 Posts of Block Education Officers

<i>Details</i>	<i>Estimated annual expenditure in lakhs</i>
1. Pay (scale of post of BEO Rs 450-950)	80
2. DA and allowances supporting staff	200
3. Contingency Recurring	17
4. Non-recurring	125
Total	430

ANNEXURE XI

Estimated Expenditure for Strengthening the Office of Zila Basic Shiksha Adhikari

<i>Details</i>	<i>Estimated annual expenditure in lakhs</i>
Pay and allowances of the following extra staff	22.73
1 Noter and Drafters	
2 Routine clerk	
3 Choukidar, peons, orderlies	

ANNEXURE XII (i)

Estimated Expenditure for Purchase of 36 Jeeps for Zila Basic Shiksha Adhikaries

<i>Details</i>	<i>No. of districts to be covered</i>	<i>Estimated expenditure in lacs</i>
1. Purchase of Diesel jeep Rs 55000	36	19.80
2. Expenditure towards maintenance Rs 2000	36	0.72
3. Pay and allowances of drivers		1.33
Total		21.85

ANNEXURE XII (ii)

Estimated Expenditure for Provision of Telephone Facilities in 56 Offices of
Zila Basic Shiksha Adhikaries

<i>Details</i>	<i>No</i>	<i>Provision for 12 months in lacs</i>
1. Installation of telephone connection in the office of BSA @ Rs 800/-	56	0.45
2. Maintenance expenses @ Rs 2000	56	1.12
Total		1.57

ANNEXURE XIII

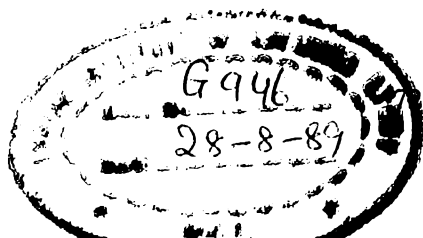
Estimated Expenditure for Education Cell in the Office of Deputy Directors of
Education (11 Regional offices)

<i>Details</i>	<i>Estimated annual expenditure in lacs</i>
1. Pay and allowances	1.04
2. Supporting staff	2.28
3. Contingency recurring	0.11
4. Contingency non-recurring	1.10
Total	4.53

ANNEXURE XIV

Estimated Expenditure for Elementary Education Cell in the
Secretariat at Lucknow

<i>Details</i>	<i>Estimated annual expenditure in lacs</i>
1. Pay and allowances	0.21
2. Supporting staff	0.21
Total	0.42



National Institute of Educational Planning and Administration

OBJECTIVES

- to organise pre-service and in-service training, conferences, workshops, meetings, seminars and briefing sessions for senior educational officers of the Central and State Governments and Union Territories;
- to organise orientation and training programmes and refresher courses for teacher educators and for university and college administrators connected with educational planning and management;
- to organise orientation programmes and discussion groups for top level personnel including legislators in the field of educational planning and administration at policy making level in Central and State Governments;
- to undertake, aid, promote, and co-ordinate research in various aspects of education, in particular, in the spheres of planning and administration including comparative studies in planning techniques and administrative procedures in the different States in India and in other countries of the world;
- to provide academic and professional guidance to agencies, institutions and personnel engaged in educational planning and administration;
- to offer, on request, consultancy service to State Governments and other educational institutions;
- to act as clearing house of ideas and information on research, training and extension in educational planning and administration services and other programmes;
- to prepare, print and publish papers, periodicals and books in furtherance of the objectives; and especially to bring out a journal of educational planning and administration;
- to collaborate with other agencies, institutions and organisations, including universities, institutes of management and administration and other allied institutions in India and abroad in such ways as may be considered necessary for promotion of these objectives;
- to offer fellowships and scholarships in furtherance of the institute objectives, and
- to provide on request, facilities for training in research on educational planning and administration to other countries especially of the Asian region, and collaborate with them in such programmes

Important Publications

E. P. A. Bulletin (Quarterly)

Reports of the State Seminars on Educational Planning and Administration: Andhra Pradesh, Bihar, Gujarat, Haryana, Jammu and Kashmir, Kerala, Karnataka, Nagaland, Orissa, Punjab, Rajasthan, Uttar Pradesh, Tamil Nadu, and West Bengal (1969-71).

Report of the National Seminar, on the Role, Function, Recruitment and Training of District Education Officers (1970).

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Educational Innovations in India—Some Experiments (1976).

Administration and Financing Education in India with Special Reference to the Fifth Five Year Plan (1974). (A Collection of Seminar Papers).

Review of the Training Programmes Organised by the Asian Institute (1962-1972) (1974).

Growing Multitudes and the Search for Educational Opportunity—Report of the National Meet of Experts on Population Dynamics and Education Organised by the NSC in Collaboration with UNESCO (October 1974).

Extending Educational Opportunities in Sikkim—A Report by Veda Prakasha (August 1976).

Some Random Thoughts on UNESCO's Contribution—Dr. Malcolm S. Adiseshiah (March 1977).

Education for Rural Development—A Report of National Seminar and Conference, held in December, 1976 (July 1977).

Report of the Conference of District Education Officers on New Educational Pattern, held from March 6-8, 1976 (August 1977).

Management of Local Support to Education in India—A Case Study (1978-Mimeographed).

A Study of the Working of Unesco Clubs in India (1979-Mimeographed)

Some Basic Facts about Educational Administration in India (1979).

Education for International Understanding: The Indian Experience (1981)

Survey Reports on Educational Administration in Andaman and Nicobar Islands, Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Chandigarh, Dadra and Nagar Haveli, Daman and Diu, Delhi, Goa, Haryana, Himachal Pradesh, Jammu and Kashmir, Karnataka, Kerala, Lakshadweep, Madhya Pradesh, Maharashtra, Mizoram, Nagaland, Orissa, Pondicherry, Punjab, Tamil Nadu, Tripura, Uttar Pradesh, West Bengal and Government of India.

Administration of Elementary Education in Andhra Pradesh (January 1981).

Administration of Elementary Education in Jammu & Kashmir (March 1981).



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