

AN OUTLINE OF THE EDUCATIONAL ADMINISTRATIVE SET-UP IN THE U.S.A., THE U.S.S.R., ENGLAND, CHINA AND JAPAN IN RELATION TO INDIA



S. M. DIVEKAR

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FACULTY OF EDUCATION AND PSYCHOLOGY
Maharaja Sayajirao University of Baroda
BARODA



**INDIAN INSTITUTE OF
ADVANCED STUDY
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PREFACE

This brochure is an attempt to study the educational administrative structures of five major countries. It would not have seen the light of the day but for the encouragement given by the University authorities through publication grants for such a research. I am thankful to the authorities of the M. S. University, Baroda, for facilitating my work by offering the necessary grant for this publication.

My heartful thanks are due to Prof. T. K. N. Menon, Director of Studies, M. S. University of Baroda and Dean, Faculty of Education and Psychology, Baroda, for very readily granting my request to write a Foreword to this brochure. His keen interest in the subject has been coupled with his wide experience gained through his visits to the U.S.A. and U.S.S.R., England and Burma during the last few years.

Dr. S. N. Mukerji, Head of the Department of Educational Administration, Faculty of Education and Psychology, Baroda, has been kind enough to go through the manuscript and to make a number of useful suggestions regarding the contents and their presentation. Being an author of many books, his experience in the field of publications has been of great value to me. I am very much thankful to him for the same.

I hope this brochure, small as it is, will be useful to the students of Comparative Educational Administration at different levels and inspire others to realize the importance of the subject in the present transitional position of India.

S. M. DIVEKAR

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INTRODUCTION

The purpose of this brochure is to understand the working of the educational administrative set-up of five major countries, namely, the United States of America, the U.S.S.R., England, China and Japan. This brochure, however, is not intended to have been written for giving minute details of the administrative structures but only a broad outline of the same. Considering the scope of this work, only the most important countries have been selected.

The administration of education cannot be studied in isolation. It has to be exposed to the historical development of education and to the cultural background of the particular nation. The administrative pattern, in fact, is the reflection of the combination of the historical, cultural and political characteristics belonging to any particular country. Each chapter, therefore, has been suitably divided into tracing a brief historical evolution, into mentioning the foundations of education and into describing briefly the actual pattern of the organization of education prevailing in each country.

The author does not claim to say anything new or more than what has been said by a good many writers on this subject. He, however, believes that the same things, at times, have to be written and rewritten by different people at different times with different angles of vision. The only point of view borne in mind in this work is the problem of the reconstruction of Indian education. Comparative references and useful suggestions have been made wherever possible and necessary so that they may be taken into consideration whenever occasion arises.

Educational administration, which forms the very core of this study, has been defined and interpreted by many thinkers in many ways. Some say it is essentially a job of educationists in the widest sense of the term. There are others who hold that

the purpose of educational administration is to enable an organization or an institution to carry out with the maximum efficiency the purpose for which that organization or institution exists. A third school of thought believes that it has to be a co-operative democratic process. Policies and controls must be democratically executed. Freedom for educational workers must be provided.

This variety of definitions and interpretations only goes to prove that the subject of administration is a living and a dynamic one. The human element plays an important role in the process of educational administration. It can never be a dull, insipid and an uninspiring subject. The child is—at least it ought to be—the centre of this process. All efforts must ultimately lead to the fullest and the best development of the personality of the child, or else, the whole edifice of education has no value nor any meaning.

A comparative study of this kind leads one to realize that there is a wonderful contrast between nation and nation so far as its historical growth and cultural background are concerned. “The comparison helps” in the words of Kandel,* “To bring into sharp focus the similarities and differences between systems of education. At the same time there emerges a certain sensitiveness to common problems and the different ways in which they are solved under different national conditions.”

Readers of this small brochure are at liberty to form their own opinions and derive their own conclusions regarding the spirit behind the different structures of educational administration presented in the following pages. The author, at any rate, is convinced that India can benefit, to a very great extent, by keeping an open mind towards the successful experiments performed by these countries.

* Kandel, I. L. *The New Era in Education*, P. 13, 1955.

EDUCATIONAL ADMINISTRATIVE SET-UP IN THE UNITED STATES OF AMERICA

CHAPTER—I

THE UNITED STATES OF AMERICA

I. Historical Background

The present system of education in the United States is the outcome and fruition of ideas and aims current in the last quarter of the eighteenth century. No single mind planned the United States. Its ideas, its government, its laws and its schools are the product of slow evolution. The U.S.A. throughout its history has been changing.

The variations in the educational system can be traced back to the complexity of national origin. Those first on the ground developed their own institutions. The American educational system emerging out of the plans discussed before 1800 grew slowly and not without some serious conflicts. By 1830 the general principles for a system of education for all had been defined, but there were many difficulties in the way of translating them into practice.

It is to England in a large measure that America owes its educational traditions. At the time of early immigration to America two distinct types of education had been developed, that of the classes at the great "Public Schools" and universities and that of the masses through the series of acts, culminating in 1601, known as the Poor Law.

The following principles, not previously present in English practice, were embodied in actual systems prior to the revolution of 1775:—(1) the right of the state to require the education of all its citizens, (2) the right of the state to compel local civil divisions to establish schools, (3) the right of a local division to support schools of general education by levying

taxes and (4) the right of the state to appropriate state funds to a general system of schools.

II. Principles underlying American Education today :

1. Decentralization : As in England here also the schools are nationally decentralized with a large amount of local control and freedom. Each of the forty-eight states has a school system of its own. The Federal Government aids in supporting public education.

2. Free, compulsory and universal education : America believes that education is fundamental for the continued existance of a self-governing democracy. The length of compulsory education varies from state to state. In some of the progressive states there is a tendency to extend compulsion to adolescents.

3. The Educational Ladder : America believes in one system of articulated schools from the kindergarten to the university. It is opposed to the so-called dual system of schools.

4. Private schools : While the state may compel parents to send their children to school, it cannot select the school. The state has a right to compel parents to send their children to the public schools.

5. Parochial schools : Religious denominational schools may exist and parents have the right to send their children to such schools. Public money is not to be used for any sectarian purposes.

III. Educational Administration

Federal policy towards education : Although the Federal government has never been empowered to exercise direct control over the state systems of education, it has from the earliest days pursued policies designed to encourage education in the states. Even before the foundation of the Federal Union in 1789, the Congress started the policy of granting lands and money for public education.

The U. S. Office of Education : The U. S. Office of Education was established on March 2, 1867. It was established " for the purpose of collecting such statistics and facts as shall show the condition and progress of education in U.S.A. and of diffusing such information respecting the organization and management of school and school systems as shall aid the people of the U.S. in establishment and maintenance of efficient school systems and otherwise promote the cause of education throughout the country ".

This office has no administrative authority over public education in the states and local school districts. The U.S. Commissioner of Education appointed by the President is the executive head of the Office of Education. The Office of Education devotes a large part of its work to the improvement of education at all levels throughout the United States through research studies and surveys, publications, conferences and the provision of information and advice upon request.

Divisions of the U.S. Office of Education

1. *Elementary Education :* This serves in four major areas such as :

- (1) Organization and supervision,
- (2) Instructional services,
- (3) Exceptional children and youth and

(4) Teacher education. The staff consists of specialists in nursery—kindergarten and primary education in health and physical education, rural education and the education of the physically handicapped.

2. *Secondary Education :* Areas served by the specialists are :

- (1) Secondary school organization and supervision,
- (2) Teacher education and
- (3) Instructional problems.

3. *Higher Education*: Service is rendered in three major areas:

- (1) Organization and administration,
- (2) Professional education and
- (3) Arts and scientific education.

4. *Central Services* : Areas served are:

- (1) Research and statistical services,
- (2) Information and publication services,
- (3) Office of Education Library and
- (4) Administration and management services.

5. *International Educational Relations*: Four areas are served in this division :

- (1) American Republic educational relations,
- (2) European Educational relations,
- (3) British Empire educational relations and
- (4) Near and Far Eastern educational relations.

6. *Auxiliary Services* : Areas served are:

- (1) Uses of Radio,
- (2) Service to library and
- (3) Visual education.

7. *School Administration* : Areas served are :

- (1) City, county and state administration of schools,
- (2) Financing education and
- (3) School building surveys and planning.

8. *Vocational Education* : The major areas served are:

- (1) Instructional services and
- (2) Administration and control.

The U.S. Office of Education represents education's interests to other Federal agencies, including the Congress, and channels information from the Federal agencies to the Schools.

State Administration of Public Education :

Since each of the 48 states has the authority and responsibility to organize its educational system, educational policies differ from state to state. In educational matters the state is the unit and the legislature the source of power.

Every state has a chief state school officer. He is elected by the people of the state in some cases while in others, he is nominated by a state board of education. Most of the States have established General State boards of education. They are authorized to formulate state educational policies.

The functions of State educational agencies can be classified as administrative, regulating and promotional. One happy result of the Federal structure is that improvements in education can be initiated in any State, community or school. Any State can serve as a laboratory or testing ground for an experiment for other states to benefit from.

Local Administration of Education :

The system of administration evolved in the past century and a half is based on the principle that in a democracy the co-operation of the public as a whole must be enlisted. Historically, the provision of education began with local or district school systems. Today local school officials are largely responsible for the administration and supervision of educational programmes.

Local school districts are of three types: (1) The common school districts, (2) the "town" or "township" school system and (3) the county school district. As a rule each local school administrative unit is under a governing body usually known as a Board of Education. The Board of Education is responsible for local administration of schools including the responsibility of establishing policies, employing teachers, principals and administrators of schools.

The local school district provides the financial support of education by local taxation for the erection of school buildings. Fifty-seven per cent of the funds for public elementary and

secondary education now come from local property taxes levied by school boards through representative processes. States contribute 40 per cent of the budget of the school while the remaining 3 per cent come from Federal Sources.

Decentralization of public education is the most outstanding characteristics of American education. The Americans believe that the progress of education is dependent on local responsibility. Until state Governments were organised, the only schools available were private and sectarian.

IV. Educational Finance :

Revenue for school's is derived chiefly from the general property taxes levied by local school units. Recently, however, the State has been assuming more responsibility for providing school funds. State funds, in many states, are apportioned among the local school districts in accord with the objectives formulated. The proportion of financial support from state sources varies greatly from state to state.

The Federal Government also shows interest in education by giving financial grants for education. Land Grants also are given in some cases. Grants are given for agricultural, vocational and other types of education and also for building purposes.

V. Organisation :

The schools are classified in three levels— elementary, secondary and higher. Besides, there are schools for adults, vocational schools and schools for the handicapped. Higher education consists of liberal arts and professional education. Kindergartens are generally maintained in large cities. Nursery schools are few in number.

Elementary education :

The aim of elementary education is the fullest development of the child. Elementary schools usually have either six or eight grades. The type of organization is determined by the School board of the locality.

The three R's have always been the backbone of the elementary school curriculum. But recently the tendency has been to place less stress on the formal question—and—answer method of teaching and to place more stress on discussion and participation. Elementary education involves trips to libraries, museums, churches, factories and other places of interest.

Secondary Education :

The elementary school does not prepare the child for specialized tasks of modern society. This preparation is the responsibility of secondary schools. The High school gives the student two types of training, general and specialized. The general training includes the subjects like English Language, American and foreign history, Algebra and Geometry, General and Social sciences. The specialized course consists of English, History and Social science along with special courses such as : Domestic science (for girls only), Typewriting, Book-keeping, Metal-work, Electricity, Radio and the like.

Participation in a variety of extra-curricular activities is encouraged in all high schools. The American boy or girl, during his or her four to six years secondary school experience is expected to become a responsible Junior Citizen.

Higher Education :

The development of higher education is a crowning glory of the American educational system. Higher education, in general, consists of two broad fields : liberal arts and professional. The first two years of undergraduate study are known as "Junior college" study. Study beyond the bachelor's degree is known as "graduate" work.

Preparation for the various professions, such as law, medicine, administration, teaching and a host of others, is offered in professional schools. The schools, colleges, and institutions composing a university are headed by deans and directors. Members of the teaching staff are generally of these grades: Professor, associate professor, and instructor. Each

department is headed by a professor who is responsible to the dean.

One distinctive aspect of the American college system is that a very large number of the students, men and women alike, earn a part of their college expenses. They work as waiters, dish-washers, manual labourers, and in fact, any job which pays them. During vacations they take full time jobs. This is where our college students, in India, are not given enough scope to earn while they learn. A good number of our students today is not able to join a university because of lack of funds.

Adult Education :

Adult education in America is carried on by both public and private agencies. Public education is provided through evening classes, continuation schools, part-time vocational classes and community centres. Special classes for immigrants are held in many large city schools. Public schools and universities provide night extension classes for adults.

Adult education is increasingly becoming a responsibility of public education. An American public schoolhouse has always been a gathering place for the entire community. Public interest in adult education has grown by leaps and bounds in recent years. The latest estimate shows that the rate of literacy is 97%. Considering this progress made by America, India has achieved practically nothing in respect of literacy.

Teachers :

The outstanding characteristics of teacher education in the United States is that it has become a university level liberal and professional course leading to the Bachelor's and Master's degrees for teachers at all levels.

Teacher certification practices and requirements vary greatly among the states. All the states require at least a bachelor's degree as a pre-requisite for certification to teach in a high school.

II

All States have some legislation affecting teacher welfare. Certificates may be issued for teaching at certain levels, for single subjects or fields of work. Strictly professional subjects, such as student teaching and educational psychology, are required for higher grade certificates.

Salaries of teachers and administrators vary greatly from State to State and community to community. Most of the laws require the payment of \$. 1,800 to \$. 2,400 per year to beginning teachers. In 1950-51 the average salary paid to public school teachers in the entire United States was \$. 25,000 per year.

In all States, employment of teachers is the function of local school officers. The tenure of teachers varies with their salaries, amount of preparation, working conditions and other factors. Teachers in rural schools have a tendency to move to towns and cities where salaries and working conditions are better.

VI. Comments and Comparison :

Professor Humayun Kabir, Minister for Scientific Research and Cultural Affairs, India, visited America a couple of years ago. Some of his observations of American education are worth mentioning. Referring to the position of the Office of Education Prof. Kabir says, "In law, the position of the Office of Education is not very different from that of the Ministry of Education in India..... The difference in the attitude of the Ministry of Education and the Office of Education may perhaps be expressed by saying that the Office of Education, even when it influences national policies, is reluctant to admit the fact, while the Ministry of Education is continually taking the initiative in discussing problems, devising remedies and framing policies which are then translated into action by the State Governments and local education authorities ".*

* The Education Quarterly—Ministry of Education India, Dec. 1956.
P. 330.

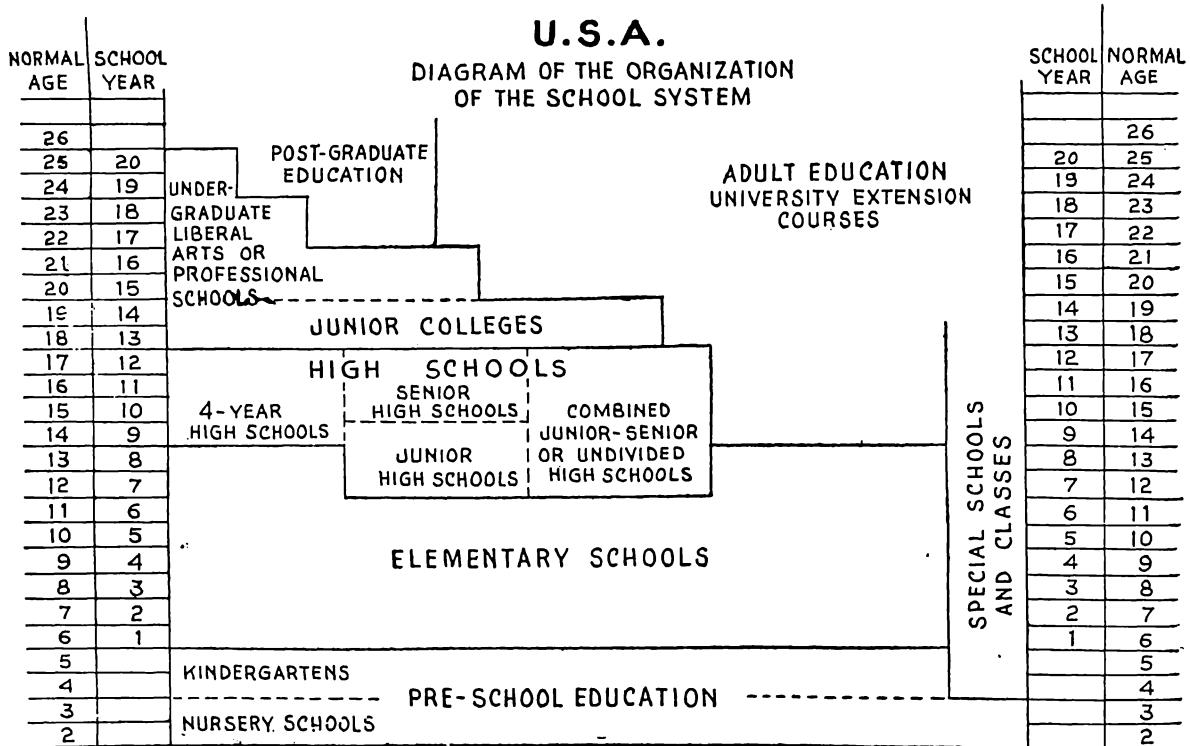
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Among other problems, the United States of America is facing the problem of shortage of teachers in some parts. There are still many inadequate single-teacher schools in rural areas, the same problem which India has also to face.

The quality of education is also criticized considerably. But the strength of American system of education lies in the great amount of self-criticism by all organizations. The absence of rigidity of control by bureaucracy and the readiness to experiment are the outstanding characteristics of American education which, perhaps, is the key to her wonderful progress in education.

U.S.A.

DIAGRAM OF THE ORGANIZATION OF THE SCHOOL SYSTEM



EDUCATIONAL ADMINISTRATIVE SET-UP
IN THE U.S.S.R.

CHAPTER II

U.S.S.R.

I. Historical Background :

Of the large European nations Russia was dilatory in developing an up-to-date national system of education. Some rulers like Peter the Great and Catherine II, however, were earnestly interested in advancing education. While the foundations of education were laid in the eighteenth century, progress was slow, particularly under the more reactionary rulers. Teaching the masses to read and write was felt to be more harmful than useful.

Upto 1914, Russian education was built on a religious foundation. The school was not generally attended by the masses. The old school was largely academic and formal. With the advent of the new order in Russia, education was destined to be overhauled. In a general way the new communistic state, harnessed the school to the needs of the state. In October 1917, it proclaimed that education in the new Russia must include : (1) the liquidation of illiteracy, (2) free, universal, secular and compulsory education, (3) a maximum educational opportunity for all, (4) preparation of a trained body of teachers and (5) adequate support of education.

Today the U.S.S.R. has an educational ladder from the nursery to the highest university education. Education is regarded as a life-long process. In no other system the principle that education is life and life is education is so carefully carried out than in the Soviet system of education. The educational system includes industrial and agricultural enterprises also.

II. Principles underlying Soviet Education :

1. Education is the monopoly of the State.
2. A strict separation of the Church and the State, all instruction being secular. (Scientific and materialistic.)
3. Universal, free education, with compulsory attendance for ages 8 to 15.
4. Absolute equality of all racial, linguistic or religious communities of the U.S.S.R.
5. To provide the young generation with knowledge and understanding of the fundamentals of socialistic products.
6. To foster in the growing generation firm moral convictions (socialistic humanism.).
7. To give the pupils a thorough grounding in the fundamentals of the sciences dealing with nature, society and human intellect.

III. Educational Administration :*General :*

While responsibility for education devolves upon the Union Republics and the local bodies, they all remain subordinate to the highest organs of power in the Soviet Union—the Supreme Council and the Council of Ministers. The Central Government legislates on the broad themes, fixes the types of school and approves school programmes and rules for supervision.

Programmes and curricula are uniform and obligatory for all schools in towns and the country. In the autonomous republics and regions, provision is made for the study of additional subjects. The teacher, however, is free to show a broad and creative initiative in the presentation of the material.

Since 1946 there have been the Union Ministries controlling education through the U.S.S.R. The first of these, the Ministry of Culture, set up in 1953, controls and supervises all institutions of higher education and all specialized secondary schools. All

the statutes of higher institutions and curricula and methods of specialized secondary schools are issued by the Union Ministry of Higher Education. The Ministry maintains all the universities, higher technical and agriculture institutions. The second federal authority is the All Union Ministry of Labour Reserves, which controls all vocational and factory schools through the Union, but does not maintain them.

Union Republics :

Each of these 16 Republics has a Ministry of Public Education. Pre-school education, primary and secondary schools, schools for workers, education of teachers, buildings and equipment are the different departments under Ministry. The Union Republic Ministry appoints the inspectorate and heads of schools, issues text-books, curricula and syllabuses.

Regions, Provinces and Districts :

These local authorities have their own departments of Education, subordinated to the Union Republic Ministries. Local authorities maintain pre-school, primary and general secondary schools and provide for adult education. All these authorities have their staff of inspectors to supervise the respective sections of their school systems.

IV. Educational Finance:

The Ministry administers the funds for the education for which it is responsible. In addition to official allocations there is considerable voluntary financial contribution made locally. These local voluntary contributions take various forms, such as the building of new schools, repairs and redecorations for the new school year, additional food for the school dining-room etc.

V. Organization :

Pre-school Education :

Pre-school education which is not compulsory, is given from birth to the age of 3 or 4. The schools, where it is given, are known as Creches or Nurseries. They are under the care of the

Ministry of Health. Kindergartens take children between 3 and 7. They are established by industrial, commercial and other establishments. The programme is based on games, story-telling, drawing and modelling. Normally, all the staff is qualified. It includes the Head, one teacher for every 25 children, a doctor, a nurse, and a special teacher for music.

General (Primary and Secondary) Education:

1. The Primary schools aim to give a good grounding in language and arithmetic with other subjects such as natural sciences. The four-year primary school is found chiefly in rural areas. In classes 5 to 7 more mathematics and science are taught, and considerable attention is paid to laboratory work.
2. The Middle Stage—Junior Secondary School (11 to 14 years) consists of three classes V, VI & VII. The curriculum includes Russian or Native Language, Additional subjects like Algebra, Geometry and Trigonometry, Constitution of the U.S.S.R. and Physics and Chemistry. All pupils in class VII take the final examination.
3. The Senior Stage consists of classes VIII to XI and between the ages 14 and 18. The pupils in this stage are those intellectually gifted and those interested in academic subjects to specialize later in some branch of learning. The curriculum does not include Russian and is replaced by the History of literature of the world.
4. Vocational Schools are of two types: Lower and secondary vocational schools. In the lower type, skilled workers are trained for the different branches of the Country's economy. Students between 14 and 16 are recruited.

Secondary vocational education is provided by the specialized secondary school or technicum. Middle-level specialists are produced. Upon the completion of the course, students take a state examination. The brightest ones go directly to higher education.

Higher Education :

There are two main types of higher education, the university and the institute. Universities are found in every capital of the Republics and also important cities. A University comprises faculties and departments. An institute has departments with their chairs. Institutes teach special subjects and produce high-level specialists. Students are accepted between the ages of 17 and 35 if they have completed a secondary course. Entrance is by comparative examination except for those who have passed the matriculation with distinction. The course of instruction in every faculty is approved by the All-Union Ministry of Culture.

Adult Education :

Adult illiteracy has been eradicated in all the Republics. In the broadest sense, adult education is a state responsibility. The schools for adult illiterates have now practically disappeared as illiterates are found only in remote villages. Adult education as such is now carried out by clubs, libraries and museums. The Universities also organize correspondence courses for adults.

Teachers :

The teachers' contribution to the common work of socialist construction is highly appreciated by the Communist Party and the Soviet Government. As early as 1925 Stalin said that training of school teachers was one of the most necessary parts of the country's great army of working people who were building a new life in the foundation of Socialism.

The pedagogical schools accept pupils who have completed the Seven-year school. The two-year teachers' institutions are open to pupils who have completed secondary school. The higher pedagogical institutes and Universities graduate teachers for the 8th-10th classes of secondary schools.

Teachers in the Soviet Union enjoy a number of privileges and priorities. The title of "Honoured Teachers" is conferred

on many of them. The Soviet teacher receives the same salary as engineers and technical personnel. Teachers have their sanatoria and rest homes. They have Teachers' Centres in every city of the Soviet Union.

VI. Comments and Comparison :

The impression of Prof. Humayun Kabir, who led an educational delegation to the U.S.S.R. in 1956, regarding education is given below in his own words. He says : " Our most vivid impression of the system was the high priority which has been given to education in the nation-building activities of the Soviet Union. We were told that 70% of the budget of the R.S.F.S.R. is spent on educational and social services. This is considerably higher than the provision for social services and education in the advanced States of India like Bombay, West Bengal or Madras"^{*}

Like India, Russia also is facing the problem of the multiplicity of languages. Yet Russian is given the top-most importance while other languages are not neglected. Extra time is devoted to the study of these native languages.

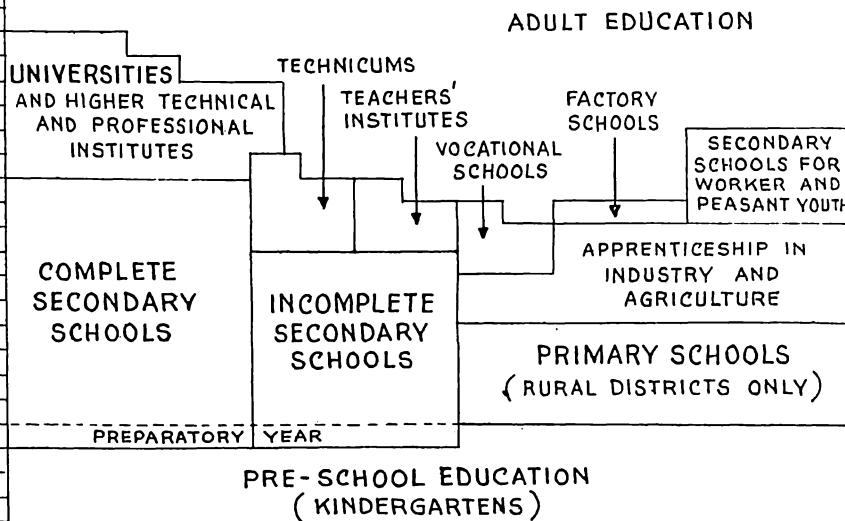
Unlike India, the Soviet system of education is undoubtedly highly centralized and yet the progress made there in respect of literacy and technical education is so marvellous that India has a good deal to learn therefrom. The whole programme of industrialisation and economic advancement of the Soviet Union has been based on an ambitious programme of education.

NORMAL AGE	SCHOOL YEAR
25	
24	
23	16
22	15
21	14
20	13
19	12
18	11
17	10
16	9
15	8
14	7
13	6
12	5
11	4
10	3
9	2
8	1
7	
6	
5	
4	
3	

SCHOOL YEAR	NORMAL AGE
	25
	24
16	23
15	22
14	21
13	20
12	19
11	18
10	17
9	16
8	15
7	14
6	13
5	12
4	11
3	10
2	9
1	8
	7
	6
	5
	4
	3

U.S.S.R.

DIAGRAM OF THE ORGANIZATION OF THE SCHOOL SYSTEM



EDUCATIONAL ADMINISTRATIVE SET-UP
IN ENGLAND

CHAPTER III

ENGLAND

I. Historical Background :

The English system of education like the English constitution and the British Empire has grown up by a series of accidents, not based upon any theory or any pre-planning. The corner-stone of modern English elementary school was not laid until 1870 when Parliament passed its well-known Elementary Education Act. The Act authorized the election of School Boards and the levying of local taxes.

The origin of the existing schools in England, as a matter of fact, dates back to 1066. The Universities of Oxford and Cambridge flourished in the 12th and 13th centuries and are flourishing even today.

England began her educational progress in 1870 after which she passed for the first time the Act of compulsory Primary Education. Education was made free in 1891. By 1914 even 2% children above twelve were not getting education, while during the year 1949 the number of children rose to a total of over 5,500,000.

The Fisher Act of 1918 initiated great improvements in the British educational system, and many of the recommendations for the improvement of English education are included in its Scope. A minimum state interference with a maximum of local control is the keynote throughout the English system of education.

The Education Act of 1944 completely recast the public system of education in England and Wales. It laid greatly increased responsibilities and obligations upon the Minister of

Education, the Local Education Authorities and parents. The spiritual, moral, mental and physical development of the community became the responsibility of the local Education Authority. All private schools were to be registered and inspected; and a school could be struck off the register if the Minister was not satisfied. Up to 1944 the autonomy of the school and the freedom of the teacher were more pronounced in the secondary than in the elementary schools.

II. Principles underlying English Education :

1. The English are more practical than idealists. The English system is the outcome of slow evolution and not a revolution.

2. "Survival of the fittest" is the principle of the English while America strives to fit the weakest for the survival.

3. England is satisfied with the creation of ideal citizens by means of her educational policy.

4. Character-formation is the most fundamental aim of English education and it is sought through a number of co-curricular activities rather than academic.

5. The freedom enjoyed by the English teacher is unique. The head master is given full freedom to experiment in education.

6. England believes in giving practical education to children by means of a curriculum containing large opportunities for practical work related to living interests.

III. Educational Administration :

Authorities :

There are two main authorities responsible for the administration of Education in England. They are: (1) the Central Authority and (2) the Local Education Authorities commonly known as the LEAs.

The Central Authority :

This consists of the Minister of Education assisted by permanent officials of the Ministry. The Minister of Education is

the President of the Board of Education. The Board has a right to inspect schools, and supervise the work of LEAs. The relation between the Board and the Local Authorities is somewhat akin to a working partnership.

The Office of special Inquiries and Reports :

This office is charged with the task of collecting and furnishing information on education at home and abroad. It was launched in 1894. It is in charge of an excellent and extensive library.

The Consultative Committee :

This was established by the Board of Education Act of 1899. In 1920 it was reconstructed. Its powers are advisory.

Other Advisory Committees :

1. Juvenile Organization Committee launched in 1916.
2. The Adult Education Committee launched in 1920.
3. The Secondary Schools Examination Council launched in 1917.
4. The Central Advisory Committee for Certification of Teachers launched in 1929.

Inspectorial Staff :

This staff is maintained for elementary, secondary and technical education. The function of inspection is not so much to criticize as to advise, guide and encourage the school so that in the end, education in all its aspects may benefit. Detailed formal inspection of schools takes place at intervals. All inspectors may be called upon to visit any type of school or college when occasion demands.

Local Education Authorities :

The local areas under these authorities are the counties, county-boroughs, Municipal boroughs, and Urban districts. They are set up for the purpose of administration.

There are two kinds of local Authorities; one concerned with elementary education and the other with all the branches of

education. The Education Act of 1902 defined their powers. The first type became known as Part III Authorities and the second as Part II Authorities.

General duties of the LEAs :

All Local Authorities maintain an efficient public elementary school. They have the control of all expenditures. They may provide nursery schools, playgrounds, vacation schools, meals for needy children and transportation. They may make provision for the children's social and physical training. They may provide for secondary and higher education also. They may provide for the training of teachers and award scholarships to students in schools, colleges and universities. They may also administer medical inspection of school children.

IV. Educational Finance :

Public expenditure on education is shared between central and local government funds. The Local Authorities get grants from the Ministry of Education. They get funds from the local government revenue also.

The LEAs charge no fees to the primary and secondary school children. Universities derive about two-thirds of their total income from government grants. Many scholarships are awarded to students both by the Ministry of Education and the Local Authorities.

V. Organisation :

Nursery Schools :

The aim of nursery education is to foster the fullest possible development of a child in body, mind and spirit, between the ages of two and five. The compulsory education begins at the age of five. The school day at a nursery school includes a mid-day meal and an after-dinner rest. Special attention is given to hygiene. Children are offered a variety of occupations to satisfy their needs and provide a stimulus at all stages of growth. Children are encouraged to talk and their knowledge,

of words is increased by means of rhymes, songs and stories. There are qualified teachers specially trained for work with young children.

Infant Schools :

These schools admit children between the ages of five and seven and a half. The school for these infants is an interesting place where an atmosphere of friendliness and activity prevails. These schools are run on the same lines as those of Basic education schools in India. Observation plays an important part of the work done by the children.

Primary Schools :

Children between the ages of seven and eleven and a half attend these schools commonly known as "Junior Schools". Reading, Writing and Arithmetic have already been acquired in the infant stage. But in these schools they acquire a fund of experience. Stories of other countries form a rich treasure. Experience and activity go hand in hand. There is a steady development of powers of responsibility and social co-operation.

Secondary Schools :

The new local authorities for higher education use their powers to develop secondary education. Before 1945 secondary education meant mainly academic education. The new schools are being built as quickly as possible. The aim in these schools will be to give pupils equal opportunity for physical, intellectual and spiritual development. The courses introduced are varied and are suited to pupils' abilities and aptitudes. Methods and habits of individual study are encouraged. External examinations are not usually taken by pupils who leave after a five-year course but internal school certificates also are awarded. Six or seven-year courses are provided in grammar schools.

University Education :

University degree courses generally extend over three or four years. Degree examinations are taken in two stages usually

called 'intermediate' and 'final'. Universities of Oxford and Cambridge are very old and are residential.

The British Universities enjoy an autonomy probably unequalled in the world. The modern Universities, however, differ in many respects from Oxford and Cambridge.

Adult Education :

The term "Adult Education" gradually came to mean non-vocational education. Today it appears as workers' education. The movement of adult education has taken firm roots in the country.

Teachers :

England has always been well-served by teachers. It is primarily the responsibility of the Ministry of Education to assist students who wish to become teachers.

There are two main types of training institutions only ; training colleges maintained either by a local Education Authority or by a voluntary body, and training departments attached to a university college. University graduates may take a one-year course of professional training. Teachers are appointed by LEAs or, in some cases, by the managers or governors of voluntary schools. They may retire on pension at 60. Salaries are paid by LEAs in accordance with a compulsory national scale.

VI. Comments and Comparison :

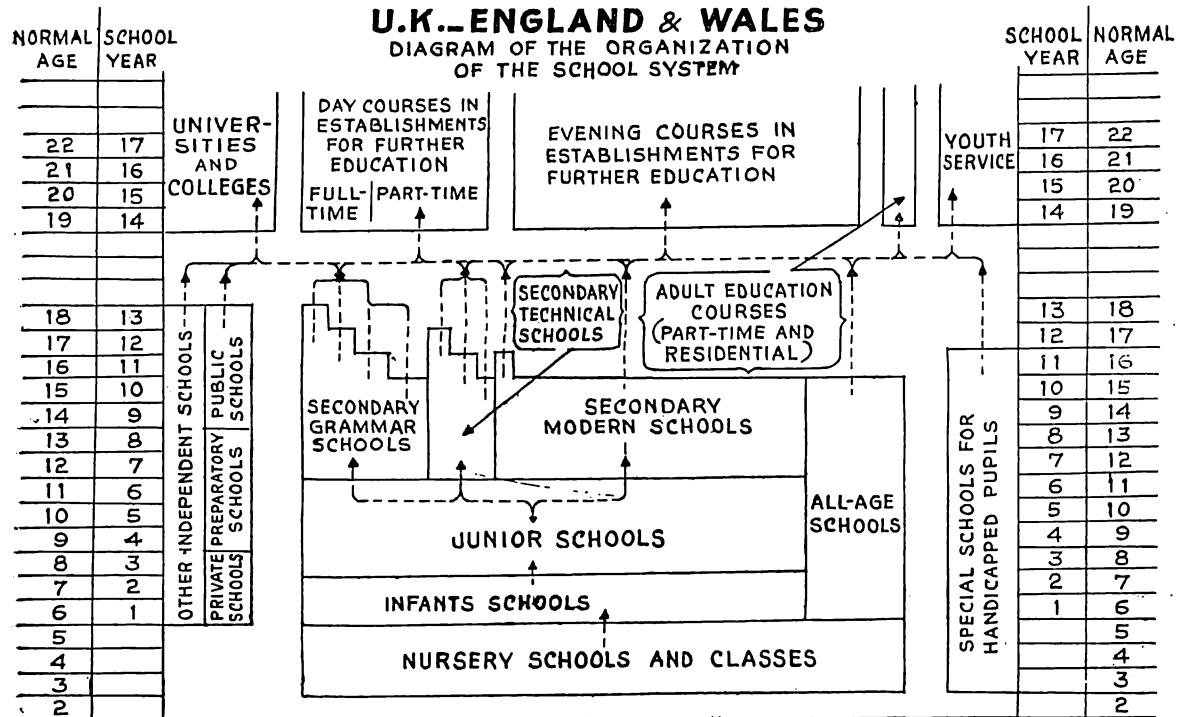
The present system of education in India has a very close relation with that of England. The British rulers during their regime in India did their best to implement a rigid system and administration of education somewhat on the lines of their own. Today, when India is an independent Republic, she can look back upon the English System as foreign and retain what is best and reform what is wrong.

England has achieved much in her march of education. The percentage of literacy is practically cent percent now, and her advance in the field of vocational education also is remarkable.

There is now a widespread opinion that a good educational system is essential for national well-being. As a result of the increasing demand for better education England is now spending more on education than ever before.

The key-note of English educational endeavour was very well described by the Haddo Report on the Education of the Adolescent in 1926. The report said, "A human education is not given through books alone, but one which brings children into contact with the larger interests of mankind. And the aim of the modern schools should be to provide such an education by means of a curriculum containing large opportunities for practical work and related to living interests."

U.K.—ENGLAND & WALES
 DIAGRAM OF THE ORGANIZATION
 OF THE SCHOOL SYSTEM



EDUCATIONAL ADMINISTRATIVE
SET-UP IN CHINA

CHAPTER IV

(A) REPUBLIC OF CHINA

I. Historical Background :

The civilization of China is one of the oldest in the world. It grew in isolation and undisturbed by the West for a long time.

The history of China can be said to have begun by 2300 B.C. But the contact with the West was not opened till the visit of Marco Polo to Kublai Khan in the fourteenth century.

Confucious was China's Budha and is the father of Chinese education, civilization and culture. Chinese educational tradition plays an important role chiefly through schools established by separate families for the needs of their own children.

Every village of China had an Elementary School. The school was held in a private house or in a temple. The school system was rigid so far as holidays and amusements were concerned. Chinese traditional education, in fact, truly represents the Hindu, Egyptian or Hebrew system. The ruling classes or Priests had almost a monopoly of it. This continued till the Republic in 1912.

II. Principles Underlying Chinese Education :

1. A great majority of people in China being poor depend on agriculture. They receive no formal education but are trained in their trades.

2. Confucious' statement that " Education knows no distinction " forms one of the most fundamental principles of Chinese education.

3. The aim of education according to the Republic Constitution of 1912 is to develop a national spirit, to cultivate

national morality, to train people for self-Government, to increase their ability to earn livelihood and thus to build a healthy and sound body of citizens.

4. The fact that the educational system of a country is one of the strongest bonds of national unity has always been acknowledged in China. This unity of the national culture, however, has been endangered by the foreign influences in recent years.

III. Educational Administration :

The 1948 constitution of the Republic of China contains a number of articles which establish and regulate the educational system and provide for its financing. The functions of the Ministry of Education are also prescribed by the law of 1947.

The Ministry of Education consists of a minister, two vice-ministers, a secretary-general, certain administrative and supervisory staff and four departments of primary and secondary education, social education and general affairs.

The local and provincial authorities are guided by the Ministry of Education only in respect of policy-making. They are left to manage the problems regarding finance, buildings, text-books and problems of administration.

The Department of the Provincial Government consists of a commissioner and an assistant commissioner, a secretary-general, several secretaries, a number of inspectors and the following sections :

(a) Primary education, (b) Local education, (c) Higher education and training of teachers, (d) High school and vocational education and (e) Social education.

The province is divided into municipalities which, with the help of a number of bureaus, administer local funds and control schools at the primary and secondary levels. Private secondary and primary schools can be set up according to rules, subject to the control of Local Government bodies.

IV. Educational Finance :

The responsibility of financing the different branches of the

educational system in the Republic of China is distributed in such a way that the central Government finances the Universities, the Province finances the secondary schools and the District finances the Primary schools.

According to the Constitution of 1948 a minimum of 15 per cent of the central government budget, 25 per cent of the provincial and 35 per cent of the district budgets have to be devoted to education, Science and Culture.

Considering the tremendous importance of primary education for the nation it is essential that the Central Ministry should show an increased interest therein. The central budget should provide all public higher schools and subsidise secondary and primary schools where necessary.

V. Organization :

Pre-primary Education :

It is voluntary and is given at kindergartens. Children between the ages of 4 and 6 attend these schools.

Primary Education :

The course is of six years and is free and compulsory for the children between 6 and 12. Total enrolment of school age limits, according to 1951 estimates, was 9,36,709.

The aims of the primary schools are to cultivate a civic sense, to form good habits and to provide pupils with basic knowledge and skills for making a living. Education in these schools is connected with the environment and local culture. Schools are held in tents and temples too. Children of all races sit together.

Secondary Education :

This comprises high schools, "normal" schools for teachers and vocational schools. The High School is divided into junior and senior divisions, each requiring three years of study. The curriculum comprises Chinese, English, Mathematics, Physics and Chemistry, Biology, Physiology and Hygiene, History, Geography and Civics and also Manual work.

The 'normal' school for training of primary teachers is included in the upper three years of the high school. The course of study is a combination of general and professional subjects.

Among the Vocational Schools there are agricultural schools, commercial schools, schools for home economics, for marine products and medicine. At the junior level, 40% of the time is devoted to a common core of general education, the rest to specialized subjects and practical work. At the senior level 20 to 30 p.c. of the curriculum is common, 30 p.c. specialized and 40 to 50 p.c. Laboratory work.

Higher Education :

A reorganization and expansion of higher education has taken place since 1945. The National Taiwan University consists of different colleges such as Arts, Law, Medicine, Agriculture and Engineering. Besides the university, there are independent colleges maintained by the provincial government. All institutions have degree courses requiring four to seven years of study.

Internal educational arrangements naturally vary from one institution to another. Entrance at these institutions takes place as a result of an examination held separately by each university.

Social education :

The school for adults is called the supplementary school. This school is generally attached to the regular school. Each student gets a certificate after completion of his studies at such a school. There are a number of short-term training courses.

Among the supplementary schools there are common supplementary and vocational schools. The vocational supplementary schools are again classified into commercial and industrial schools. There are different subjects taught, among which home economics, sewing, accounting, civil engineering are important. The student is given a certificate upon completion of his studies.

Teachers :

There are teachers' colleges for the secondary school teachers and 'normal' schools for the primary school teachers. Teachers are appointed by the principal of the school. Secondary and primary school teachers who have served for more than 20 years or who are over 60 years of age may be retired with pension upon their own request.

(B) PEOPLE'S REPUBLIC OF CHINA

Chairman Mao Tse-tung has taught very clearly that 'the work of reforming education in old-style schools and of reforming the old social culture should be carried out methodically and carefully. All patriotic intellectuals should be won over to serving the people. On this question, procrastination and reluctance to carry through reform is incorrect; but rashness or attempts to carry through reforms precipitately is also incorrect'.

Education in People's Republic of China means serving the four democratic classes—the working class, the peasantry, the petty bourgeoisie and national bourgeoisie. People's education, therefore, emphasises the development of scientific and technical education.

I. Educational Administration:

Like those in India today there are two Ministries of Education and Culture guided by the committee of cultural and educational affairs. Centralization and state control are very essential elements in the present administration. Higher education is the responsibility of the Ministry of education while the secondary and primary education are controlled by regional and provincial governments. The financing of education is the common responsibility of these three levels.

II. Organization :

Kindergartens for the 2-7 year age-group are outlined. The school pattern of primary education is not much different here

from that in the Republic of China. The maintenance of schools is a local responsibility. Curricula and textbooks are centrally prescribed.

The secondary course is much the same as in the Republic of China. Certain curricular changes have, no doubt, been made. The curricula of technical schools contain a common core of general subjects including political training.

The length of University courses (medicine and engineering) has been reduced to increase the proportion of students coming from the working classes. Students become eligible for higher education on completing middle school, generally speaking.

Considerable importance is given to the key position held by teachers in the cultural reconstruction of the country. Primary teachers are trained in "normal" schools while secondary teachers receive a college or university education.

According to the 1950 estimate the rate of literacy in People's China was 20 per cent which is not at all a satisfactory achievement. All efforts therefore are now towards the development of the schools for adults.

III. Comments and Comparison :

The recent developments in China are full of meaning for India. China under the Communist Party has witnessed a number of reforms including those in education. The introduction of the People's University is one of the most outstanding reforms made by China in so far as university education is described as based on "the experience of the Soviet Union and the actual requirements of China".

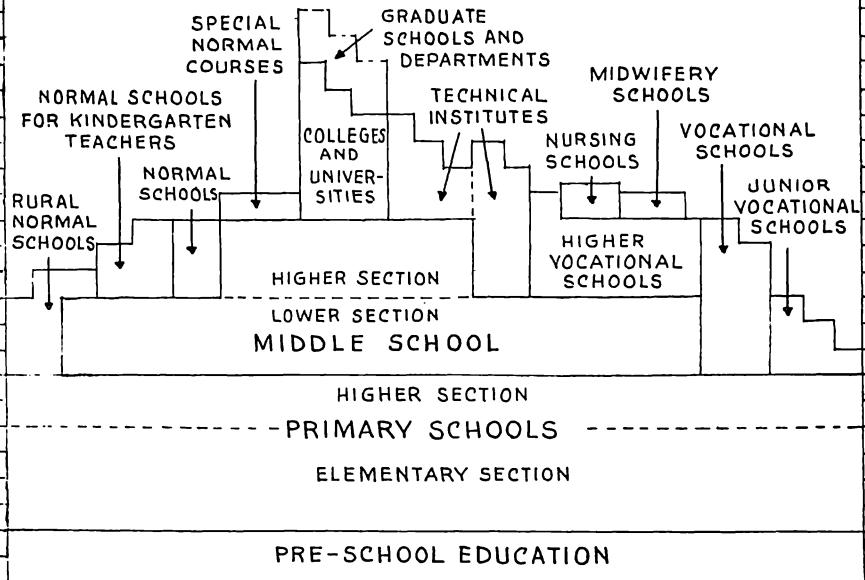
Besides the academic work, the students and the staff are active in propaganda campaigns among the masses of people. The problem of population is greater in China than in India and hence the problem of mass education is more acute in China than in India. Yet, however, Adult Education is one of the most satisfactory features of education in China. Adult educa-

tion in China bulks much larger in the educational system as a whole and its budget is proportionately bigger than in other countries. In a country where the percentage of illiterates is somewhere about 80, the teaching of reading and writing is bound to be—as in Russia—the main object of adult education. And yet, Adult Education is also, as a rule, the principal form of social education in China.

NORMAL SCHOOL	SCHOOL AGE	SCHOOL YEAR
	26	
	25	
	24	
	23	18
	22	17
	21	16
	20	15
	19	14
	18	13
	17	12
	16	11
	15	10
	14	9
	13	8
	12	7
	11	6
	10	5
	9	4
	8	3
	7	2
	6	1
	5	
	4	

CHINA

DIAGRAM OF THE ORGANIZATION OF THE SCHOOL SYSTEM



SCHOOL	NORMAL AGE	YEAR
	26	
	25	
	24	
	18	23
	17	22
	16	21
	15	20
	14	19
	13	18
	12	17
	11	16
	10	15
	9	14
	8	13
	7	12
	6	11
	5	10
	4	9
	3	8
	2	7
	1	6
	5	
	4	

EDUCATIONAL ADMINISTRATIVE SET-UP
IN JAPAN



CHAPTER V

JAPAN

I. Historical background

Japan rose to power during the last quarter of the 19th century. She developed her education system during the twenty five years from 1868. This year marked the new epoch in her life. There took place mighty changes in her political and social status.

The Restoration of the Emperor of Japan took place in 1860. Till then the Emperor was only in name. The Emperor, however, ruled wisely for a long time and had great statesmen around him. He issued ordinances and they were followed like written laws. Educational progress also began with the ordinances.

In 1872 the first Educational Code was promulgated by the ordinance from the Emperor. In this Code are given the details of school organization. The Code authorised the local authorities to organise schools. Every town and village had schools. Local taxes were to be levied. Government gave 5% of the contribution. 90% was borne by the people themselves. Thus within ten years, a net-work was prepared.

The new constitution of Japan was promulgated in November 1946. It came into force immediately in May. The new constitution declares that all people shall have the right to receive equal education corresponding to their ability. It provides for free and compulsory education and guarantees academic freedom. It provides that the state and its organs shall refrain from religious education or any other religious activity.

In the field of educational administration, central and local powers are respectively defined in the Ministry of Education Establishment Law and the Board of Education Law. Boards of Education were first established in prefectures, but in November 1952, a Board of Education was established in every city, town and village all throughout the country.

II. Principles underlying Japanese Education :

(as set out by the Fundamental Law of Education)

1. Equal Educational opportunity
2. Compulsory education for nine years
3. Co-education to be encouraged
4. Social education to be emphasized
5. Importance of the mission of teachers and the political neutrality of schools
6. Religious tolerance in schools
7. Education to be directly responsible to the whole people and not subject to improper control.

III. Educational Administration

Ministry of Education :

In the post-war period, educational administration, in Japan, was radically reformed on the principles of democratization, decentralization and educational autonomy.

Educational policy in Japan is the responsibility of the Central Government. In the centre there is an Education Minister who is a Cabinet member. It is an agency which establishes national standards, prepares drafts of laws and orders, carries on research and studies and renders such services as giving professional and technical guidance, concerning education, science and culture.

The Ministry consists of a secretariat, an Elementary and Secondary Education Bureau, a Higher Educational and Science Bureau, a Social Educational Bureau, a Research and Publication Bureau and an Administrative Bureau.

Local Administration :

Like that in America, Japan has developed the local administration of education. There are three main units : (1) Towns and villages, (2) City corporations and (3) Districts and Talukas. The head of the village is called the Headman, that of the city Corporation is called the Mayor while the head of the District is known as the Governor.

The Local District Boards of education were established under the Board of Education Law of 1848 to have jurisdiction over public upper secondary schools and schools below that level.

Cities, towns and villages have the obligation to establish elementary and lower secondary schools. They bear their own expenses and their administration is under the jurisdiction of the Local Board of education. Each Board of Education has teacher consultants who act without any supervisory functions. Universities are established largely by the State, while their administration is under the jurisdiction of the Education Minister. Public Universities are managed by District Governors or City Mayors.

Relationship between the Ministry of Education and the Boards of Education :

The Minister of Education is empowered to give necessary advice to the boards of education regarding their functions. Generally speaking, he can exercise the right of supervision over the boards in those functions delegated to them by the national Government. The relation between the District boards of education and the Local bodies is similar to that between the Minister of Education and the prefectural boards.

IV. Educational Finance :

The State works out standard educational expenditure of local public bodies to be included as part of the administrative cost. Equalisation grants are given to each local public body

to make up for the balance between standard administrative expenditure and standard taxation income. Boards of Education do not have sufficient financial autonomy.

The cost of school buildings and the school equipment is shared between local boards and the national Government. The maintenance of the buildings is, however, the responsibility of the local boards only. This may be a useful experience for us in India. Cities, towns and villages are obliged to establish elementary schools and lower secondary schools. Some of the wealthier communities have kindergarten and secondary schools also.

The State defrays expenses of prefectoral, city, town or village schools. After the world war II, however, the financing of Japanese private schools became extremely difficult. A special legal entity named the Association for Promotion of Private Schools was established by law in March 1952 as a permanent organ to give financial support to private schools.

This, in brief, is the outline of the educational finance in Japan. The Post-war Japan is undergoing tremendous difficulties in matters financial. Parents and pupils are bearing a part of expenses to relieve the treasury of its heavy burden.

V. Organization

General :

There is a uniform school system consisting of a six-year elementary school, a three-year lower secondary school and the university. Attendance at the elementary and lower secondary schools is compulsory. The age range of the elementary school is between 6 and 12 and that of the lower secondary school between 12 and 15. There are kindergartens and schools for the blind and deaf and also for other handicapped children.

Pre-School Education :

This is given in kindergartens which are recognized by the School Education Law. Children from 3 years till the time of entering the elementary school are eligible for admission. The

main contents of the curriculum are health, social studies, music, language, drawing and nature study.

Primary Education :

The purpose of elementary education is to give the child the opportunity to begin acquiring the basic elements necessary for the ordinary adult in society. The staff consists of a principal, teachers and nurse-teachers. The curriculum contains subjects like Japanese, arithmetic, science, music, drawing, handicrafts, and physical education.

What is very important for us to note is that each school plans its own curriculum with due consideration for community life and the child's place in it.

Secondary Education :

Secondary education is given in a three-year upper secondary school. The lower secondary school has a single curriculum and is co-educational. No special school is provided for vocational education.

A major portion of school education in Japan is of a theoretical and academic nature. In the senior high school, however, there is some provision for vocational subjects including Agriculture, Technology, Commerce, Fishery, Home Science, Shipping and Trade. The Ministry of Education encourages vocational education by assisting more and more courses to open. Both in lower and upper secondary schools, promotion is supervised by the teacher, who keeps a record of the progress and gradings of each pupil.

Higher Education :

Higher education is conducted in four-year universities and post-graduate schools. The aim is to give academic knowledge and deep professional instruction to graduates of upper secondary schools. The State has established a university in each district. Universities with post-graduate schools are not uncommon. Besides, a system of two or three-years Junior

colleges specialising in technical and vocational education was enforced in 1950.

Adult Education :

‘Adult Education’ is now known as ‘Social Education’ in Japan, as it is done in India also. Its goal is to give a keen awareness to every citizen of the new political system of a democratic country and to learn skills necessary to a democratic life.

Social Education in Japan is conducted through clubs and groups. There are PTAs (Parents' and Teachers' Associations) in 91 p.c. of the schools in Japan. There are women's associations all over the country. There are public halls, libraries, and museums for the citizens. Private and public universities and upper secondary schools throughout the country have adult schools.

Teachers :

Provision for teacher training in Japan is the responsibility of the National Government. Training of all teachers is conducted at the University. Teachers with different categories of certificates commence at different salaries and have different increments. It is expected that every teacher should be a graduate of the four-year course of a college or University.

The problem of teachers in Japan is identical with the one in nearly every nation of the world. The Japanese proverb that “one day with a great teacher is better than a thousand of hard study” is full of meaning for us in India too.

VI. Comments and Comparison:

Education is regarded as the foundation of national life of Japan. Hence it was planned as an important aspect of the national reconstruction of Japan. Japan, therefore, serves for us as an example to prove the importance of education as a means of national progress. What India needs today is this priority given to national education and she will find its march in education going ahead with a great speed.

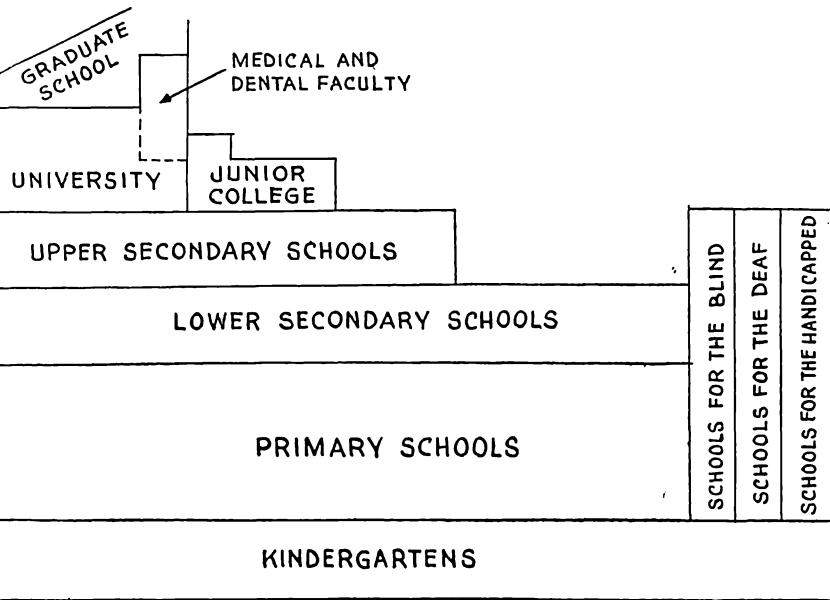
Tradition is an integral part of the educational thought of Japan. Confucious philosophy has placed a reverance for the past and a respect for the thoughts and actions of the ancestors. India being an Asiatic country like Japan, her educational thought also cannot be severed from her glorious past and her golden tradition in education.

India can learn a good deal from Japan so far education is concerned. The problem of compulsory education and hence that of illiteracy is a colosal one for India. Japan has solved this problem in a wonderful way. If the parents do not find it convenient to send their children to schools the schools should go to the parents meaning thereby that the school programme should be adjusted to suit the requirements of the parents. Japan pursued this philosophy of adjustment and made a wonderful progress in the field of literacy and social education.

NORMAL AGE	SCHOOL YEAR
28	
27	
26	
25	
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17	11
16	10
15	9
14	8
13	7
12	6
11	5
10	4
9	3
8	2
7	1
6	
5	
4	

JAPAN

DIAGRAM OF THE ORGANIZATION OF THE SCHOOL SYSTEM



SCHOOL YEAR	NORMAL AGE
	28
	27
	26
	25
	24
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	22
	21
	20
	19
12	18
11	17
10	16
9	15
8	14
7	13
6	12
5	11
4	10
3	9
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CHAPTER VI

CONCLUSION

The foregoing pages have been devoted to describe, in brief, the educational administrative set-up of the U.S.A., The U.S.S.R., England, China and Japan. No such study would have been possible without at least a bird's eye-view of the historical evolution of the administrative structure and the fundamental principles underlying the educational philosophy of a particular country.

The most outstanding factor we have noticed during this study is the factor of variety in the administrative structure in different countries. This variety is the result of the diversity in the very fundamental process of historical growth and the political and educational traditions of the countries.

Details of the school systems differ; financial assistance differs and what is more, the results achieved also differ to a great extent. Still, however, there is a unity in this variety. The unity lies in the fact that each one of these countries has a strong desire to administer education and is eager to help the development of the child into the best type of citizen according to the aims kept in view.

The problem of illiteracy, it seems, has occupied the attention of all the administrators. Without cent percent literacy no country can make real progress, be it economic, scientific or spiritual. The urgency shown by all the countries in the spread of social education is a clear sign of this realization.

But what we in India want to learn from this study is whether we can make good use of this rich treasure of comparative study for solving our problems in the educational reconstruc-

tion. We may, for example, ask ourselves a question: 'If within a period of 20 years, the U.S.S.R. could reduce the illiteracy of its backward and widely spread population from 78 to 8 percent, if China and Japan could tackle the problems against all odds, why should India be unable to do so ?

India has gained her political freedom now. She is free to fashion a society based on her own traditions and on the experience of others. Like the U.S.S.R. she must give a priority to education over all other problems which depend for their solution much on the educational advancement of the masses.

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