

CHAPTER III

MAJOR REFORMS IN EDUCATIONAL ADMINISTRATION INTRODUCED IN ANDHRA PRADESH DURING 1956-66

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The attempts made to reform educational administration at the national level have a close bearing to the changes and improvements made in educational administration in all the States of India. In order to understand and evaluate critically the reforms in educational administration of Andhra Pradesh after its formation, it is essential to have a glimpse of the efforts already done at the national level in this direction.

EFFORTS MADE FOR REFORMING EDUCATIONAL ADMINISTRATION AT THE NATIONAL LEVEL

Efforts made for the reformation of educational administration at the national level are given hereunder:-

The University Education Commission of 1948-49

Immediately after attainment of freedom, the Government of India have appointed the University Education Commission in 1946 under the Chairmanship of Dr.S.Radhakrishnan, which made worthwhile recommendations with regard to university education in this country. With respect to administration of university education, the Commission made the following recommendations:-

- that university education be placed on Concurrent List.
- that concern of the Central Government with the universities be with regard to finance, co-ordination of facilities in special subjects, adoption of national policies, ensuring minimum standard of efficient administration and liaison between universities and national laboratories and scientific surveys etc.
- that for allocating grants to universities a Central Grants Commission be established, its composition and functions to be as indicated, and so on.¹

Other recommendations included were:- (1) not to have purely affiliated type of universities; (2) transforming Government Colleges as constituent colleges of universities; (3) constituting a Grants Allocation

¹Report of the University Education Commission, 1948-49, Op.Cit., p.435.

Committee for the provinces, etc., The recommendations gave the detailed description of university authorities in the following hierarchy:- (1) ^{The} Visitor (Governor-General), (2) The Chancellor (Provincial Governor), (3) The Vice-Chancellor (a whole time officer), (4) The Senate (Court), (5) The Executive Council (Syndicate), (6) The Academic Council, (7) The Faculties, (8) The Boards of Studies; (10) The Finance Committee, and (10) The Selection Committee.²

The Secondary Education Commission of 1952-53

In 1952, the Secondary Education Commission was appointed by the Government of India under the Chairmanship of Dr.A.Lakshmana Swamy Mudaliar, the terms of reference being " to enquire into and report on the present position of Secondary Education in India in all its aspects."³

In its Report the Commission dealt at length in Chapter XIII with the problems of administration and made important recommendations with respect to (1) Organisation and Administration, (2) Supervision and Inspection of Schools; (3) Management and Conditions of Recognition, (4) Hours of Work and Vacations, and

²Loc.cit.,

³Report of the Secondary Education Commission, 1952-53,
Op.Cit., p.2.

(6) Recruitment to Public Services. This can be stated as the first attempt to reform educational administration at the secondary educational stage on all-India basis.

The Department of Educational Administration (NCERT)

The Department of Educational Administration of the NCERT has been doing pioneer work to mobilise all sources and resources of the nation to provide proper educational-administrative leadership by publishing monographs and other literature on the problems of educational administration. Dr. S. N. Mukerji has become the Head of the Department and much more work is expected from the Department in the direction of formation of sound educational policies and planning and giving keen insight in the direction of reformation of administrative structures of education. The department is also organising courses for the training of school administrators and principals of Training Colleges.

The University Departments of Education

In the University Departments of Education, educational administration has gained prominence both in the post-graduate and doctoral levels as a subject of specialisation. The work that has been carried out in the Faculties of Education like that of Maharaja Sayajirao University of Baroda, University of Bombay and University of Lucknow, led the way in the field of research in educational

administration and resulted as a good contribution to the understanding of problems in the educational-administrative field.

The University Grants Commission

The University Grants Commission, by providing lots of funds for improving the professional education of teachers and for conducting research in education including educational administration by way of offering Senior and Junior Fellowships and for opening Centres for Advanced Studies, has been doing commendable work towards the path of reformation and progress. Research Fellowships are also offered as incentives for making intensive studies in the system of Panchayat Raj and Community leadership.

The Educational Commission of 1964-66

The Education Commission of 1964-66, which has been appointed by the Government of India under the Chairmanship of Dr.D.S.Kothari, which had submitted its Report on 29th June 1966, made many recommendations in the matter of School Organisation and Educational administration at the Centre and the States. Administration and Supervision of School Education in Chapter V and Educational Planning and Administration in Chapter XVIII have been dealt with in detail.

The Commission has called for " drastic reconstruction, almost a revolution " of the present education system, making it " science-based and in coherence with Indian culture and values" so that it serves as " an instrument for the nation's progress, security and welfare." It has set the national goal of having a common school system of public education to be achieved in a phased manner over a 20 year period. It also recommended for setting up a National Board of School Education in the Union Education Ministry to advise the Government of India on all " matters relating to school education." Further, the Commission has recommended for the creation of an Indian Educational Service and reorganisation of State Education Departments wherever necessary " on the basis of specialised functionaries." It suggested that education should be given a statutory recognition everywhere and in all sectors and that comprehensive educational acts should be passed in all States and Union Territories. It proposed that the Government of India should issue a statement on national policy in education and provide guidance to the State Governments and Local Authorities and that it should also examine the possibility of passing a National Education Act. It stated that an " intensive effort should be made

to exploit fully the existing provisions of the Constitution for the development of education and evaluation of national educational policy... " It also recommended that the Union Education Ministry should establish a National Council of Home Studies for accreditation and evaluation of agencies and defining areas in which the correspondence courses could be of benefit, adopting new ~~ed~~valuational approach, establishing District School Boards and Municipal School Boards; establishing a UGC type of organisation for Technical Education, National Staff College for Educational Administration, a National Academy of Education, an Education Research Council, Major Universities and so on.⁴

All the above introductory discussions reveal the fact that there has been constant endeavour to reform educational administration on all-India level with a view to modifying it to fit in the changing conditions and circumstances of our great land. These efforts at the national level have a significant influence on the educational administration of different States in India, including Andhra Pradesh.

This brief retrospect of efforts to improve educational administration at the national level would help in comprehending the prospective study of reforms

⁴The Hindu, Vol.90, No.136, dated 30-6-1966.

in educational administration introduced in Andhra Pradesh in a clear and critical perspective.

ORGANISATIONAL CHANGES IN EDUCATIONAL ADMINISTRATION
IN ANDHRA PRADESH DURING
1956-66

The reforms in educational administration of Andhra Pradesh may be deemed to have their origin, generally in the national endeavour for educational reconstruction, and specifically, in the formation of Andhra Pradesh itself. With the States' Reorganisation that has been effected in 1956, the distribution of personnel and allotment of administrative posts to various persons drawn from the three-year old Andhra State and the Telangana Region have necessitated perceptible changes in the administrative machinery of education of the newly born State. Before the study of actual reforms, is taken up, it is essential to survey in brief the prominent organisational changes that took place during the decade under investigation. They are briefly described as follows:-

1. Creation of a Post of Joint Director of Public Instruction. - A post of Joint Director of Public Instruction was created to assist the Director in the administration of education. The custom developed was that the Joint Director will be from the Telangana Region,

if the Director happens to be from the Andhra, and vice versa.

2. Appointment of Special District Educational Officers.- Special District Educational Officers were appointed in some of the districts on administrative grounds with a view to lessening the work-load of the District Educational Officers.

3. Appointment of Special Officers.- The following Special Officers were assisting the Director of Public Instruction by 1958-59 :- (i) Special Officer for Basic and Social Education; (ii) A Statistical Officer; (iii) A Special Officer for the Nationalisation of Text Books; (iv) A Hindi Education Officer; (v) A Special Officer for the Three-Year-Degree-Courses, and (vi) A Senior Officer, Peripatetic Team.⁵

4. Educational Wing of the Panchayat Raj.- With the introduction of the system of democratic decentralisation in the form of Panchayat Raj in 1959, the educational wing had to be developed with the appointment of Deputy Secretaries, Education in the Zilla Parishads, and Extension Officers, Education, in the Panchayat Blocks. The Deputy Secretaries are to look to the educational matters at the district level and the Extension Officers

⁵Report of Public Instruction in Andhra Pradesh for the Year 1958-59, Part I, Op.Cit.,p.7.

Education, inspect elementary education at the Block level.

5. Decentralisation of work-load of the Board of Secondary Education.- To relieve the work load of the Board, some of the powers such as appointing Chief Superintendents for Examinations and sanctioning their remunerations, were delegated to the District Educational Officers.

6. Establishment of Joint Staff Council.- To look to the welfare of the employees and establish better relationship between the administration and the employees, Joint Staff Councils have been established, wherein the professional organisations of teachers have due representation.

Prominent organisational changes like Bifurcation of the Directorate of Public Instruction, Reorganisation of the District Educational Administration and the District Educational Inspectorate, establishment of Special Educational Institutes, Units and Bureaux and Democratic Decentralisation of Educational administration have been discussed in greater details as they were rated as major reforms by the respondents. Other minor

changes like abolition of separate inspectorate for women's education, abolition of Regional Directorates of Public Instruction, abolition of old Educational Districts and making the Revenue Districts as the Educational Districts are parts of one or more of major reforms. Hence they are not dealt with separately but, only referred as and when the context has arisen.

With this background, one can comprehend the pattern of major administrative reforms in education introduced in Andhra Pradesh during the period under investigation.

PATTERN OF THE MAJOR REFORMS IN EDUCATIONAL
ADMINISTRATION EFFECTED IN ANDHRA PRADESH
DURING 1956 - 66

The reforms in educational administration effected in Andhra Pradesh during the past last decade were based on sound reasons. Each of the major reform is discussed in the following sub-headings:-

- Origin and Background;
- Importance of the Reform, and
- Pattern of the Reform.

The major reforms dealt with are as follows:-

- I. Democratic Decentralisation of Educational Administration.
- II. Reorganisation of District Educational Administration.

III. Reorganisation of District Educational
Inspectorate.

IV. Bifurcation of Directorate of Public Instruction.

V. Establishment of Special Educational Institutes, ^{units,}
and Bureaux.

I. REFORM OF DEMOCRATIC DECENTRALISATION OF EDUCATIONAL
ADMINISTRATION AT THE DISTRICT LEVEL

Origin and Background

After attainment of independence, our swinging towards democracy has resulted in democratising the educational sphere as well. Popular participation is the chief characteristic of democratic administration. Dey stresses the importance of decentralised social action in the following terms:- " Democracy can survive only if it is based on decentralised social action supported by decentralised economy growing organically from the roots."⁶

In pursuance of the policy of decentralisation of the administrative power, the State Government of Andhra Pradesh has enacted the Andhra Pradesh Panchayat Samithis and Zilla Parshads Act in 1959. Consequently, the responsibility of administering education has been transferred to the Panchayat Raj - Primary Education to

⁶Dey, Op.Cit., p.125.

the Panchayat Samithis and Secondary Education to the Zilla Parishads, excluding Municipal areas where education continues to be administered by the municipalities themselves.

The system of Panchayat Raj has come to stay as a national policy and in Andhra Pradesh, the system of Panchayat Raj has been introduced under the guidance of the then Chief Minister Shri Neelam Sanjeeva Reddy. With the advent of Panchayat Raj, democratic decentralisation of educational administration became a natural corollary.

Importance of the Reform

The implications of democratic decentralisation of educational administration expounded by several educationists reveal the importance of this reform.

They are as reported below:-

- The self-governing democratic units stand as a guarantee for democracy by providing popular protection and by developing democratic practices in education and by testing the democratic process.
- Democratic decentralisation facilitates popular participation in the institutional activities and in gaining the popular confidence and support for their efficient functioning.
- Democratic decentralisation of educational organisation is meant to safeguard education function, from being misused, through popular control.

- The task of decentralised educational administrative machinery is to bridge the gulf between the State and the Community and help in the better implementation of plans of educational development and schematic operations.

As discussed in the earlier Chapter, there has been divergency in different regions of Andhra Pradesh in the matter of associating the local authorities with education. So this reform has become a means for establishing a sort of uniformity in associating local authorities with education on one hand and on the other this has served as an instrument for delegating executive authority to local communities.

Pattern of Democratic Decentralisation of Education

Democratic decentralisation of education is not of recent origin in the sense that local bodies were assigned the task of administration of education even during the British regime from the last century itself. Local bodies were associated with administration of Primary Education. The District Boards and Municipal Boards were administering both Secondary and Primary Education in the past.

In the post-independent era, the Balwantrai Mehta Committee had envisaged the system of Panchayat Raj as a means of democratic decentralisation. " The entire administration for purpose of development was to be handed

over to this three-tier system, namely the Village Panchayat, the Block Panchayat Samithi and the Zilla Parishad."⁷ Figure 12 gives the Pyramidal Structure of Three-Tier System of Panchayat Raj.

Almost all the States of India are adopting more or less the same pattern, with perhaps, minor changes in the nomenclature used. In all States " the Panchayat Samithis are statutory executive corporate bodies, except in the State of Jammu and Kashmir where they are purely advisory."⁸ Dey describes the developments that took place in Andhra Pradesh as given below:-

The recommendation as approved by the National Development Council was communicated to the States for implementation in the middle of 1958... Andhra State started twenty pilot blocks more or less on the same line as recommended by the Study Team, in every district of Andhra.... Andhra followed soon with her legislation on November 1, 1958. Andhra State introduced this Scheme of democratic decentralisation in all active Community Development Blocks and Zilla Parishads in all the districts.⁹

This is the beginning of the history of democratic decentralisation of administrative machinery in Andhra Pradesh, which is in accordance with the modern developments of administration in India.

As may easily be comprehended, democratic decentralisation of educational administration is a

⁷ S.K.Dey. Op.Cit., p.82.

⁸ Mukerji (ed.), p.118.

⁹ S.K.Dey. Op.Cit., p.83.

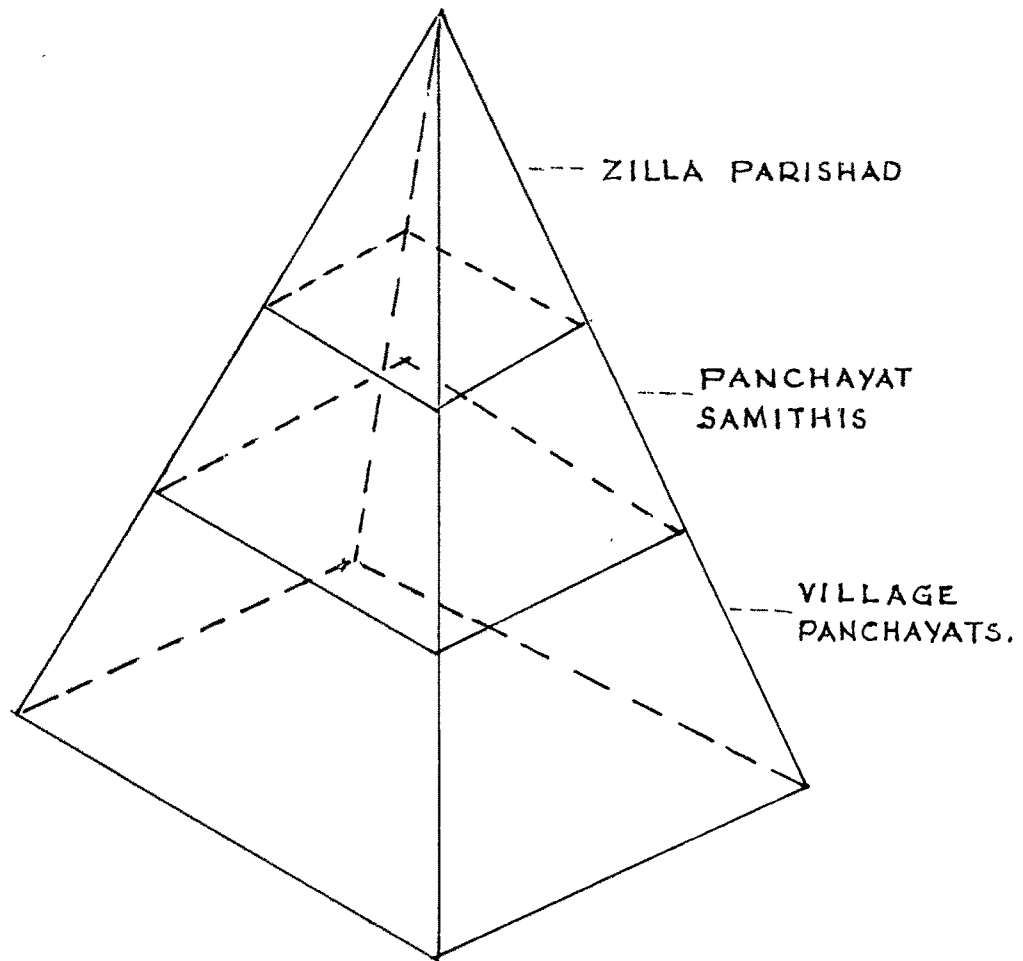


FIGURE . 12

THE PYRAMIDAL STRUCTURE OF
THREE-TIER SYSTEM OF PANCHAYAT-RAJ IN ANDHRA
-PRADESH

concomitant effect of the above described modern trend.

" The recent trend in educational administration in the State is towards democratic decentralisation and bringing the administrative machinery closer to people."¹⁰

The responsibility of developmental programmes was shifted to Panchayat Raj consequent to the above cited legislation to enable the community leaders to play their due role in the implementation of educational developmental programmes and schemes.

The Pattern of Panchayat Raj Administration in Andhra Pradesh is also a three-tier system as has been enacted in the Andhra Pradesh Panchayat Samithis and Zilla Parishads Act of 1959 consisting of (i) Village Panchayat at the village level, (ii) Panchayat Samithi at the Block level, and (iii) Zilla Parishad at the district levels

Education and Panchayat Raj Administration in Andhra Pradesh

It is essential to consider the educational functions of each of the above tiers of the Panchayat Raj Administration, along with the personnel in charge of education in greater details.

Village Panchayats and Education.- The Village Panchayats have the following role to play in the matter of education. " The Village Panchayats are to help schools through the establishment of School Committees in the

¹⁰ Basavaraju, Op.Cit., p.299.

matter of providing equipment, mid-day meals, uniforms and text books, preparing the census of school-going children and encouraging the play-festivals and national festivities."¹¹

The members of the Village Panchayats become active members of the Parent-Teacher Associations of the Schools and help in improving the conditions of ^{School} life.

Panchayat Samithis and Education.— Consequent to adoption of democratic decentralisation ⁱⁿ the form of Panchayat Raj, the responsibility of Primary Education has been shifted to the Panchayat Samithis.

By making the panchayat samithis block as a unit of administration of primary education, the State Government intends to bring the administration of primary education, which almost constitutes mass education, closer to the people and ensures their direct interest and participation in it.¹²

Education function of the Panchayat Samithis is carried out with the help of the Standing Committees for Education. The Act mentions the Standing Committees for Education in the following way:— " For every Panchayat Samithi there shall be a Standing Committee respectively for Education including Social Education, Medical Relief, Health, Sanitation including Rural, Water Supply and Drainage... and Relief of Distress in grave emergencies.." ¹³

¹¹ S.K. Murty, Essential Problems of Indian Education, (Unpublished).

¹² Basavaraju, Op.Cit., p.303.

¹³ The Andhra Pradesh Panchayat Samithis and Zilla Parishads, Act, 1959, pp.11-15.

It is stated that for Standing Committees under Clause (iii) at least one woman and one Scheduled Caste representative should be the members. The Standing Committee for Education assists the Panchayat Samithi in educational affairs.

In the Schedule, the following functions of Panchayat Samithis are mentioned under Education:-

Maintenance and expansion of Elementary and Basic Schools and in particular:-

- (i) Management of Government and taken over Aided Elementary and Higher Elementary Schools;
- (ii) Establishment of Adult Education Centres and Adult Literary Centres;
- (iii) Provision and improvement of accommodation for schools with people's participation;
- (iv) Conversion of existing Elementary Schools into Basic Schools;
- (v) Taking of such action as may be necessary for the promotion of education for all children until they complete the age of fourteen years.¹⁴

Among the administrative personnel of Panchayat Samithis, the Extension Officer, Education, is concerned with the Educational Wing of the Panchayat Samithi. He carries out specific functions like inspection of Primary Educational Institutions and looks to the improvement of their educational standards.

¹⁴Ibid., p. 54.

Zilla Parishad and Education.- With respect to education, the Zilla Parishads are ~~mainly~~ concerned with the establishment, maintenance and expansion of secondary schools mainly. The Vocational and the Industrial Schools are expanded and maintained by the respective Departments, viz., Department of Industries and Commerce, Department of Technical Education etc.

Education function of the Zilla Parishad is carried out through the assistance of the Standing Committee for education. Standing Committee in the Zilla Parishad Administration which is related to education according to Act is as follows:- " Education, Medical and Public Health...."¹⁵

The Fourth Standing Committee is responsible for the improvement of education.

Table IV gives Panchayat Raj Pattern in Andhra Pradesh at a glance.

The Deputy Secretary, Education is appointed by the Government from among the officers of the Education Department. The powers exercised by the Deputy Secretaries, Education, of the Zilla Parishads pertain to all matters relating to education.

He is to look after the educational wing of the Zilla Parishad. He is, so to speak, a liaison official

¹⁵Ibid., p.33.

**TABLE : IV : PANCHAYAT RAJ PATTERN IN ANDHRA PRADESH
AT A GLANCE**

S.No.	Item	Village Panchayat	Panchayat Samithi	Zilla Parishad
1. Area		A Village consisting of several Panchas	A Block consisting of Several villages	A District
2. Head		The Sarpanch or the President	The President	The Chairman
3. Members		Members elected from the Panchas on Adult Franchise	Sarpanchas, Presidents of the Town Committees, A Woman Representative of the Scheduled Castes & Scheduled Tribes, and a Representative from the Co-operative Societies	Presidents of the Panchayat Samithi.M.L.As., M.Ps.,M.L.Cs., of the District as Specified by the Government, a Woman Representative of the S.C.& S.T.
4. Executive Personnel	-		Panchayat Officers,Block Development Officers, Extension Officers(Edu.& other Fields)	The District Collector, The Secretary of the Zilla Parishad, The Deputy Secretary (Education)

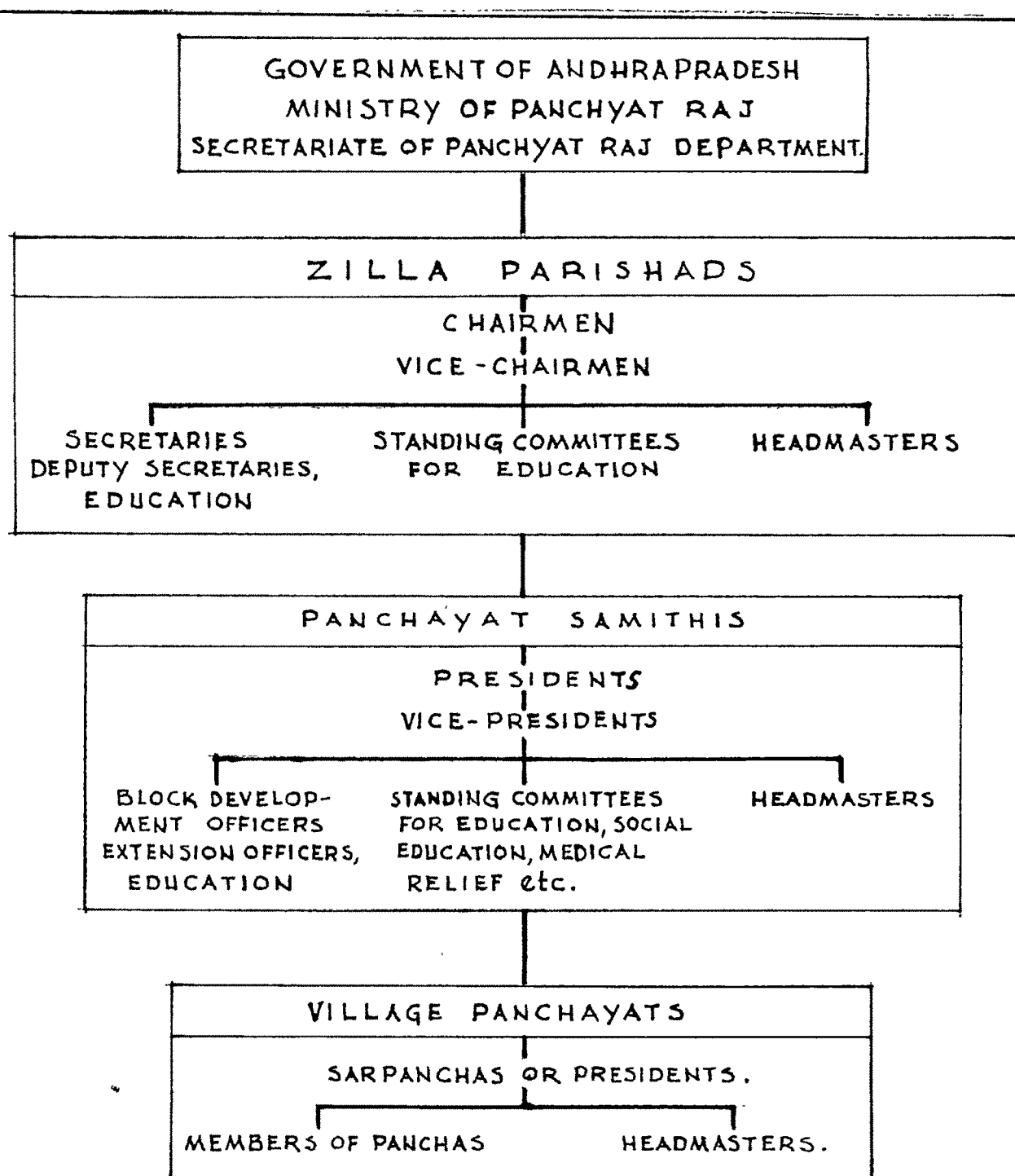
between the Education Department and the Panchayat Raj. His duties include among others those pertaining to educational planning and its implementation, inspection, control and discipline of the teaching, administrative and ministerial personnel of the Schools under the control of the Zilla Parishad etc. Figure 13 presents Educational-Administrative Pattern of Panchayat Raj in Andhra Pradesh.

Panchayat Raj and Education Department.- The relationship between the Panchayat Raj and Education Department should be understood in the correct perspective. The powers of Government with respect to supercession of the activities or resolutions of the Panchayat Raj Administration apply to the educational matters also. They will be wielded by the Education Department.

In addition the Education Department is endowed with such powers and performs such functions as would enable proper coordination and suitable supervisory activities.

The District Educational Officer, under the reorganised set up, is delegated with the following powers in connection with the Educational Wing of the Panchayat Raj:-

- exercising appellate functions over Panchayat Samithis and Zilla Parishads;
- rendering all technical assistance in educational planning and its implementation in the district and in the Blocks within the district;



[#]
FIGURE-13

EDUCATIONAL ADMINISTRATIVE PATTERN OF PANCHAYAT RAJ
IN ANDHRA PRADESH

([#] SOURCE - THE ANDHRA PRADESH PANCHAYAT SAMITHIS AND
ZILLA PANCHAYAT ACT. OF 1959 OP.CIT.)

- inspection of the Educational Wing of the Panchayat Raj;¹⁶
- drawing up of panels of suitable candidates in consultation with the Chairmen of the Zilla Parishad for the posts of the Headmasters and Headmistresses.¹⁷
- interviewing the candidates whether in the Zilla Parishad Service or not, if he considers it necessary, for final selection as Headmasters and Headmistresses of the Zilla Parishad High Schools.

The powers of transfers of teaching personnel are vested in the chairmen of the Zilla Parishads.

Thus the reform of democratic decentralisation of educational administration at the district level has been effected in the State of Andhra Pradesh since 1959 as a way of associating the local community with the educational executive activity through the system of Panchayat Raj and as a means of effecting uniformity in the matter of associating local administration with education.

II. REFORM OF REORGANISATION OF DISTRICT EDUCATIONAL ADMINISTRATION

District Educational Administration has been subjected to reorganisation as a part of reformation of State Educational Administration in 1965, which

¹⁶ Government Order No.1630 dated 10-6-1965.

¹⁷ Government Order Ms.No.33 dated 25-1-1966.

resulted in the abolition of Regional Directorates of Public Instruction, upgrading the posts of the District Educational Officers to that of Class I, and delegating to them more powers, abolition of separate Inspectorate for Girls' education, abolition of old pattern of Educational Districts and making each Revenue District as an Educational District in the State and strengthening of the District Educational Inspectorate.

Origin and Background

The conventional type of district educational administration was considered to be outmoded as it was not fitting into the enormously expanded field of education. The stupendous nature of administrative work to be turned out by the District Educational Administrators necessitated rethinking on the part of the State Educational Administrators in terms of reorganization of District Educational Administration.

This reform seems to have its origin in the proposals of the Director of Public Instruction as per his letter Rc.No.450 K4/64 dated 29th October 1964, to the Education Department of Government of Andhra Pradesh. That is to say that the credit of initiating this major reform goes to Sri L.Bullayya, the Director of Public Instruction. The said proposals have been duly accepted by the Government of Andhra Pradesh as per G.O.No.1680 of 10-6-1965.

The pattern of educational administration below the State level in Andhra Pradesh was found to be unsuitable in the present era. " The existing set-up of the Education Department below the State level is of the conventional type."¹⁸ Hence reorganisation of district educational administration has been taken up in accordance with the felt need. Eminent educationists feel in this context that, " The entire department should be flexibly organised for planning and operating on the assumption that instruction is the supreme function and that all activities starting from this basic purpose should be so oriented in planning and operation... Finally it seems hardly necessary to mention that the directorate's office should delegate broad responsibilities to divisional and district inspectors. Considering the tempo of the spread in education, adoption of such a step has become very urgent."¹⁹

A vivid description of the district educational administrative set up before reorganisation is given by the Government Order under reference in the following way :- " There are 39 offices of the District Educational Officers in the entire State established on the basis of about 50-60 schools in a District Educational Officer's jurisdiction. For this purpose, Revenue Districts have

¹⁸ Government Order Ms.No.1630 dated 10th June,1965.

¹⁹ Mukerji(ed.), Op.Cit., pp.85-86.

been bifurcated. For educational purposes, Guntur District has been trifurcated. There are 6 offices of Inspectresses of Girls' Schools with jurisdiction over 1 to 4 Revenue Districts with reference to number of Secondary Schools for Girls. There are 5 offices of Regional Deputy Directors each with jurisdiction over 2 to 5 Revenue Districts. There is also 1 office of the Deputy Directress of Public Instruction with Headquarters at Hyderabad with administrative control over the Secondary and Training Schools for Girls with Gazetted Headmistresses. The Regional Deputy Directors are under the direct control of the Director of Public Instruction and correspondence between the District Educational Officers and the Director of Public Instruction is routed through the Regional Deputy Directors. The Inspectresses of Girls' Schools have administrative control over Secondary Schools and Training Schools for Girls under non-gazetted Headmistresses and they directly correspond with the Director of Public Instruction. The Deputy Directress of Public Instruction is under the direct control of the Director of Public Instruction. All these Inspecting Officers have both inspection and administrative functions."²⁰

Figure No.14 indicates Educational Administrative Set-up in Andhra Pradesh prior to its reorganisation in 1965.

²⁰ Government Order Ms.No.1630 dated 10-6-1965.

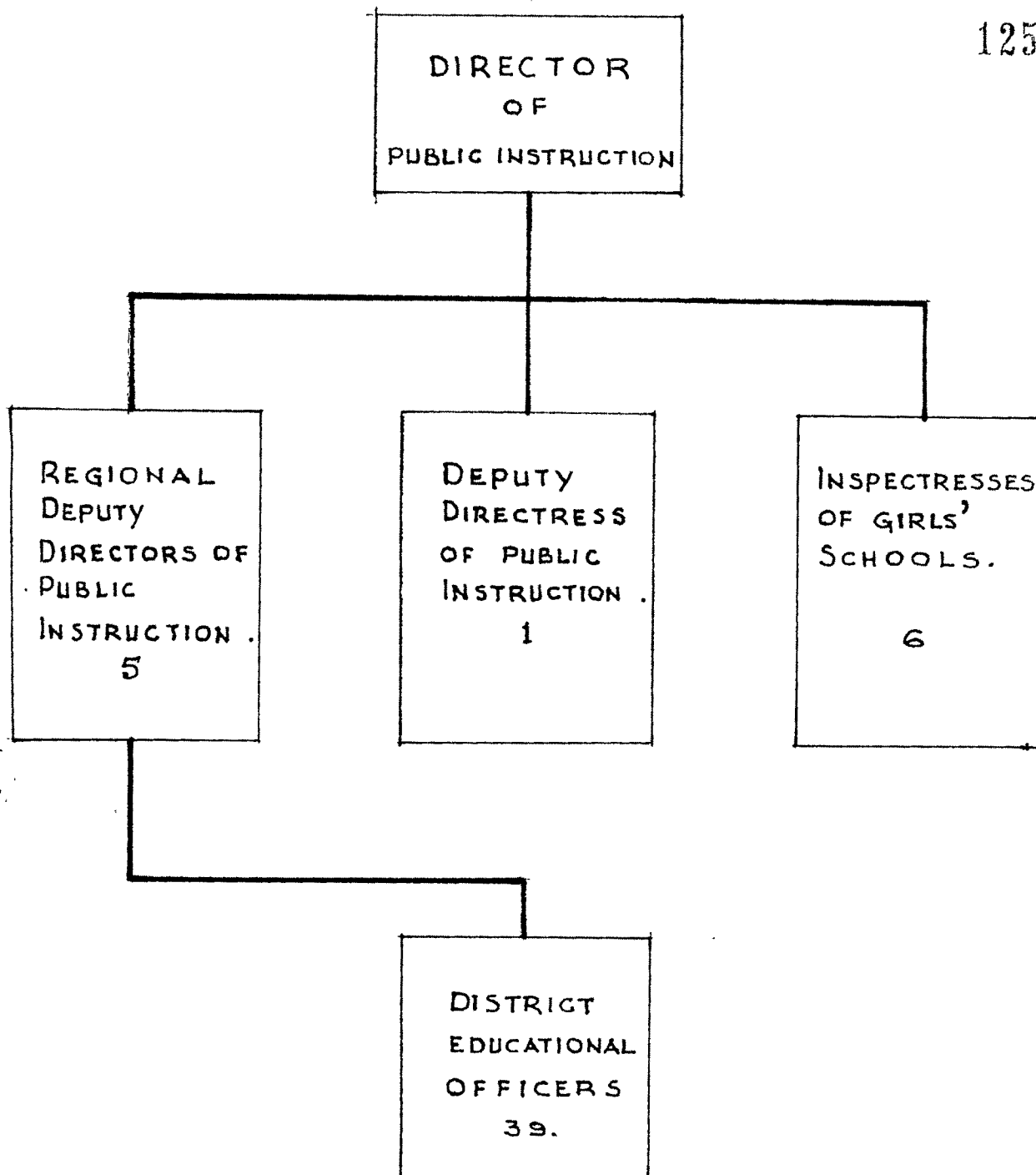


FIGURE: 14[#]

EDUCATIONAL ADMINISTRATIVE SET UP IN ANDHRA PRADESH
PRIOR TO RE-ORGANISATION IN 1965.

(# SOURCE --- GOVERNMENT OF ANDHRA PRADESH EDUCATION DEPT.
GOVERNMENT ORDER MS.Nº 1630 dated. 10-6-1965.)

The stupendous nature of the administrative work that was to be turned out by the Directorate of Public Instruction necessitated right thinking in the right direction towards reorganisation of the District Educational Administration by upgrading the posts of the District Educational Officers to that of Regional Deputy Directors of Public Instruction and delegating more powers to them so as to relieve the workload of the Directorate of Public Instruction to greater extent. Providing proper educational planning and better implementation of developmental programmes of education also necessitated such attempts for reorganisation of educational administration at the district level.

The basis for undertaking this reformation can be well discovered from the following citation:-

The arduous nature of administrative functions is proving to be detrimental to academic inspection and follow up programmes for improving the standards of schools. Further, the Regional Set Up over the, District Set Up is giving cause for administrative delays. Unless the administrative functions are separated from the inspection functions and the existing machinery at Regional and District levels is reorganised on Revenue District basis, it will not be possible to rise to the tasks of smooth and effective educational planning and implementation.²¹

Hence it is obvious that the reform under study became a felt-need; the reasons are reviewed in brief in the following manner:-

²¹ Loc.Cit.,

- The work of the officers at different levels concerning with the administrative and inspectoral functions had grown enormously.
- Academic inspection and follow-up programmes for improving standards of education were thereby handicapped.
- Need for reorganisation, making each Revenue District as a new Educational District, was felt as an imperative for effecting planning and implementation of the educational plans.
- Separation of Inspection from administration was also felt as a dire need for toning up the academic standards.
- It became essential so as to avoid the administrative delays, caused by the overlap of the Regional Set Up over the District Set Up.
- It was aimed to relieve the Directorate of Public Instruction from its heavy workload.

Sri L.Bullayya, Director of Education, in his Memo to the Education Commission writes:-

The set up of educational administration below the State level should be reorganised with reference to Revenue District and Block as jurisdiction. There should be only one office for educational administration for each Revenue District level headed by a District Educational Officer of the rank of Regional Deputy Director.²²

Importance of the Reform

The importance of the reform of reorganisation of the District Educational Administration is quite obvious from

²²L.Bullayya, Memo/677/AP/EC 28-3/6-7/1966.

the multiple advantages enumerated below:-

- Upgrading of the posts of the District Educational Officers to that of Regional Deputy Directors of Public Instruction and delegation of more powers to them will add to the efficiency of the District Educational Administration, while lightening the work of the Directorate of Public Instruction;
- Separation of inspection and administrative functions will lead to the efficacy of the work of both the inspectors and the administrators;
- It will help the administrators to rise to the tasks of smooth and effective educational planning and its implementation;
- It facilitates efficient inspectional work and adoption of planned programmes so as to tone up the academic standards in the Secondary and Training Schools of the State;
- Abolition of Regional Directorates of Public Instruction and placing the District Educational Officers under the direct control of the Director of Public Instruction will put an end to the undesirable red-tapism and avoidable administrative delay;
- The new District Educational Officers in the re-organised set up, with their enhanced status and additionally endowed powers, will be able to carry out all their duties and functions ably and notably.
- It will enable the new District Educational Officers to concentrate adequately their attention on educational planning and its proper implementation and administration; and finally

- Making each Revenue District as the Educational District also makes district educational planning more convenient and less cumbersome.

Pattern of the Reorganised District Educational Administration

The proposals for the proposed reorganisation of District Educational Administration were as follows:- " For this purpose there should be only one office for educational administration for each Revenue District at the district level and it has to be headed by a District Educational Officer of the rank of the Regional Deputy Directors."²³

Consequent to the acceptance of the proposals, the Government of Andhra Pradesh had abolished the old pattern consisting of Regional Deputy Directorates of Public Instruction and Educational Districts based on the number of Schools in each district of education. Under the re-organised scheme each of the Revenue District became an Educational District. A District Educational Officer of the cadre of Regional Deputy Director of Public Instruction became the head of the District Educational Administration. Also the Office of the District Educational Officer came under the direct control of the Director of Public Instruction. This new set up came into existence from 1st July 1965.

²³Government Order Ms.No.1630 dt.10-6-1965,Op.Cit.,

In addition to the above, the Office of the Deputy Directress of Public Instruction and those of the Inspectresses of Girls' Schools ceased to exist from the said date; rather it may be stated that they were absorbed in the new set up in a modified manner. It was gratifying to note that in the new set up there were " more of women officers and Inspectresses of Girls' Schools playing really a larger role in educational planning, and development and administration."²⁴

In the proposed set-up at the District level there will be 21 offices of the District Educational Officers i.e., 2 offices for Hyderabad District (one for the Greater Hyderabad City and one for Hyderabad District excluding the city) and one for each of the remaining 19 Revenue Districts. The District Educational Officers will be in the Scale of pay of Rs.700-1000 i.e., of the rank of the present Regional Deputy Director of Public Instruction.... Each District Educational Officer will have staff consisting of a Superintendent/ Superintendents and sufficient number of Upper Division Clerks, Lower Division Clerks, Typists, Stenographers besides one Attender.²⁵

With the adoption of the reorganised pattern of District Educational Administration from 1-7-1965, 21 District Educational Offices headed by Class I Officers as the District Educational Officers came into existence, who were assisted by 67 Gazetted Inspectors and adequate ministerial staff.

²⁴Loc.Cit.

²⁵Loc.Cit.

Figure 15 shows the Pattern of the Reorganised District Educational Administration in Andhra Pradesh.
Functions and Powers of the New District Educational Officers

(a) Functions.— The district Educational Officers in the new set up are entrusted with the following broad functions, to mention a few of them :-

- Carrying out the functions of the former Regional Directors of Public Instruction in their present jurisdiction,
- disposing of all normal administrative functions connected with the Elementary, Secondary and Training Schools in the District,
- rendering of technical assistance in educational planning and its implementation in the District and in the Blocks within the District;
- inspecting of the Institutions headed by the Gazetted Headmasters and Headmistresses,
- paying surprise visits to schools,
- inspection of the Educational Wing of the Zilla Parishad and Panchayat Samithis.
- exercising the appellate functions over Panchayat Samithis and Zilla Parishad.²⁶
- continuing to be the Departmental Representative on the Governing Bodies of all Non-Government Colleges in his jurisdiction.²⁷

²⁶ Government Order Ms. No.1630 dated 10-6-1965.

²⁷ Government Order Ms. No.3227 dated 23-12-1965.

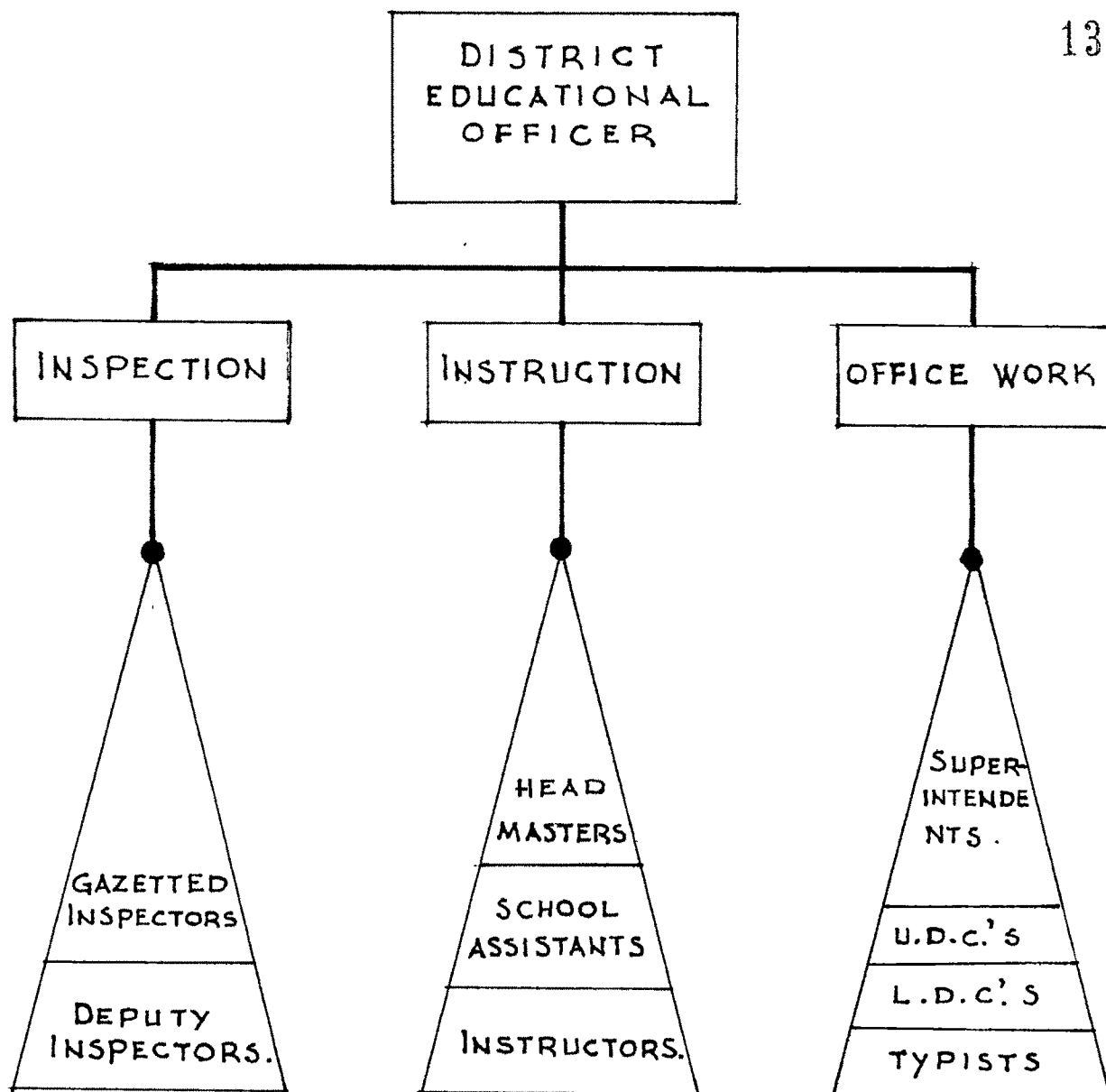


FIGURE - 15.

THE PATTERN OF RE-ORGANISED DISTRICT EDUCATIONAL
ADMINISTRATION IN ANDHRA PRADESH IN-1965

(b) Powers. - As a result of the implementation of the reorganisation of Educational Administration at the District level, all powers of former Regional Deputy Directors of Public Instruction, Deputy Directress of Public Instruction, Inspectresses of Girls' Schools and District Educational Officers were delegated to the new District Educational Officers in their upgraded status.²⁸

Consequent on the reorganisation of the Educational Administration at the District level ordered in G.O.Ms.No.1630 Edn.dated 10-6-1965, the Government direct that all powers formerly exercised by the Regional Deputy Directors of Public Instruction shall henceforth be exercised by the District Educational Officers, subject to the modifications indicated in the annexure hereto.²⁹

Many more powers were delegated to the District Educational Officers under the new set up from the Director of Public Instruction as per G.O.Ms.No.2533 edn. dated 21-9-1965 for a period of six months in the first instance which were reviewed subsequently. however, Later the delegation of powers has been/continuing.

Most of the powers were delegated to the District Educational Officers in the new set up from the Director of Public Instruction, with a view of lessening the workload of the Directorate, as per Government orders

²⁸Director of Public Instruction's Proceedings, Rc.No. 450-K4/64-(1) dated 5-7-1965.

²⁹Government Order No. Ms. 2372,Edn. dated 1-9-1965.

Ms.No.2533 Edn. dated 21-9-1965 and Ms.No 2510 Edn.
dated 16-9-1965.

The following are some of the powers delegated
to the District Educational Officers:-

- First appeal of the teachers against the orders
of the managements of the Primary Schools,
- Appointment and control of the Ministerial staff
in the D.E.O's Office and the subordinate
institutions.
- Appointment and discipline in respect of posts
of B.Ed., assistants, Deputy Inspectors etc.,
- Minor Works upto Rs.2,000/- and petty construction
repairs upto Rs.1,000/-.
- Arrear claims upto 2 years.
- Grant of permission to hold examinerships
offered by the Universities or the Government;
- Permission to study Higher Courses including
B.Ed., and M.Ed.
- Rectification and ratification of irregular
promotions; and the like.³⁰

Thus it can be seen that this reform of reorganisation
of District Educational Administration is one of
decentralisation of executive authority involving
delegation of more powers and elevation of the posts of
the District Educational Officers with a view to lessing

³⁰ Government Orders Ms.No.2533 Edn. dated 21-9-1965 and
Ms.No. 2510 Edn. dated 16-9-1965.

the work load of the Directorate.

III. REFORM OF REORGANISATION OF THE DISTRICT EDUCATIONAL INSPECTORATE

As has already been referred, the reorganisation of educational administration at the district level involved re-organisation of the District Educational Inspectoral Set Up also. It has been another significant change in the History of Educational Administration in Andhra Pradesh, for it resulted in a new pattern of Inspectoral machinery of education where strengthening of the Inspecting Officers of each of the Revenue Districts has taken place, and Inspectors of Schools have been relieved of their administrative functions, which were placed completely in the hands of the Upgraded District Educational Officers.

Origin and Background

This reform has also obviously had its origin in the proposals of Director of Public Instruction referred above viz. Rc.No.450 K4/64 dated 29th October 1964. It was considered necessary to separate inspection from administration for enabling smooth and effective inspection and suitable follow up programmes in order to improve educational standards. So separate District Educational Inspectorate had been established at the rate of a Gazetted Inspector of Schools for each groups of

40 or 50 schools, specially empowered with the inspectoral functions only devoid of administrative functions.

Still some more changes were contemplated in the matter of reformation of Inspectorate at the lower levels, and for Higher Secondary Education as is seen from the Memorandum submitted by the Director of Public Instruction Shri L.Bullayya to Education Commission of 1964-66 during 28-6-1966 to 3-7-1966:-

There should be a separate office of Deputy Inspector of Schools in each Block independent of the Samithi for inspection and supervision of elementary schools.

There should be suitable inspection bodies for Higher Secondary and Multipurpose Schools in the State.³¹

In Andhra Pradesh, the Director of Public Instruction was playing the role of the Highest Inspecting Officer of Education, who was assisted by the Deputy Directors of Public Instruction, Deputy Directress of Public Instruction, Regional Directors of Public Instruction, Inspectresses of Girls' Schools, District Educational Officers, Joint District Educational Officers or Special District Educational Officers, and Senior and Junior Deputy Inspectors of Schools. All these

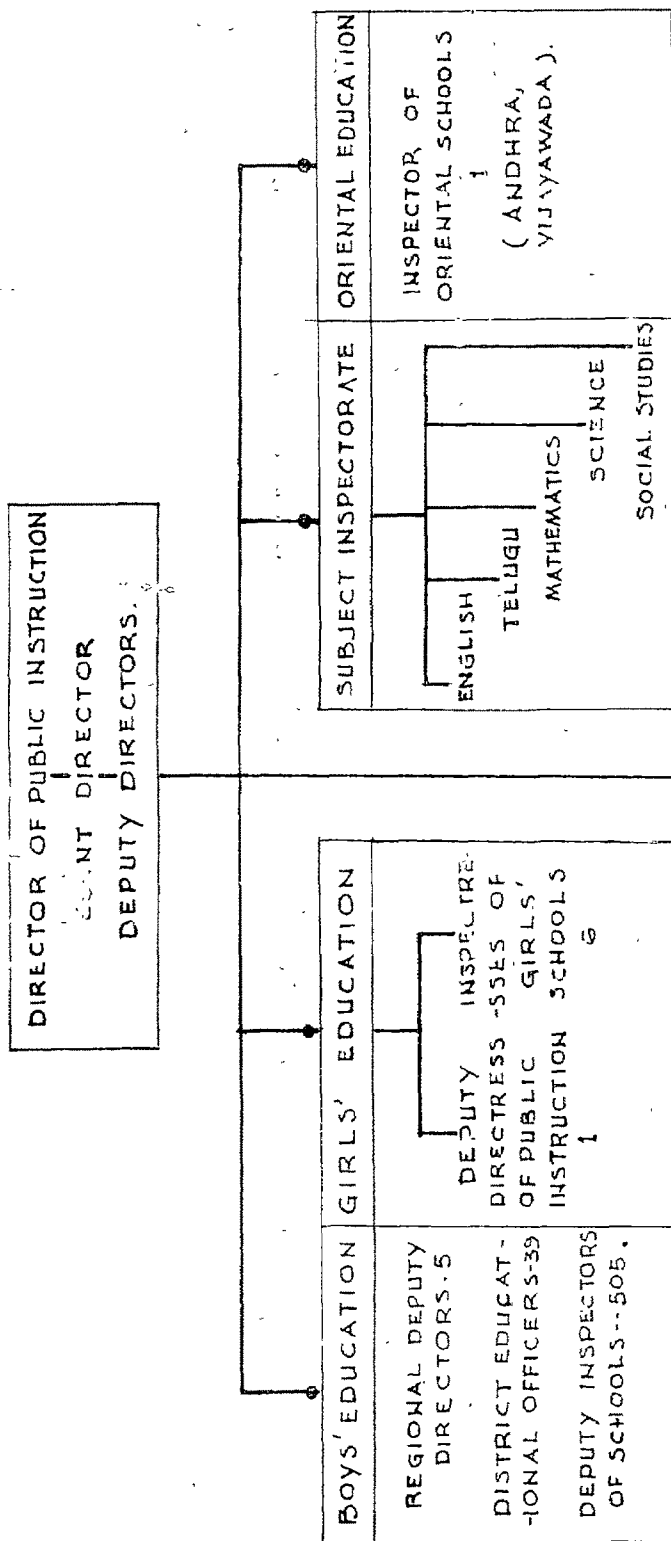
³¹L.Bullayya, Memo/677/AP/EC 28-3/6-7/1966.

functionaries were having both administrative functions and inspectoral duties. There were, as is obvious, separate Inspectoral Machineries for Boys' education and Girls' education. There was also, for some time, a special team of Subject Inspecting Officers, attached to the Directorate of Public Instruction, to inspect teaching of the following subjects in the Higher Secondary and Multipurpose Schools:- (1) English, (2) Telugu, (3) Mathematics, (4) Science and (5) Social Studies. In addition, there were special inspecting officers for inspecting Physical Education and Oriental Education, who were under direct control of the Director of Public Instruction.

gives

Figure 16/- Administrative Pattern of Inspection in Andhra Pradesh before its reorganisation in 1965.

Almost all the Education Commissions and Committees were sceptical about the organisation of inspectoral work in the nation and suggested various remedies and made numerous recommendations. Of the bitter criticism, a few instances may be cited:- (1) In many cases, the inspection was hurried and lacking friendly suggestions (The Saddler Commission); (2) Ineffectiveness in the system of education was due to inadequacy of well-qualified and experienced inspectors and inspectresses (The Hortog Report); and (3) Inspections were perfunctory



PHYSICAL EDUCATION INSPECTORATE.			
BOYS' SCHOOLS		N.C.C.	GIRLS' SCHOOLS.
INSPECTOR OF GAMES & SPORTS, 1 (HYDERABAD)	CHIEF INSPECTOR-1 (ANDHRA, KAKINADA)	THE COMMANDER, CIRCLE N.C.C. HYDERABAD.	REGIONAL INSPECTRESS-1 (RAJAHMUNDRY)
	REGIONAL INSPECTORS-3		REGIONAL INSPECTRESS-1 (NELLORE)

*
FIGURE - 16

ADMINISTRATIVE PATTERN OF INSPECTION IN ANDHRA PRADESH
BEFORE ITS REORGANISATION IN 1965.

(SOURCE :- GOVERNMENT ORDER M.S.NO.1G30 dt/10-6-1965, op cit.).

and time spent for inspection was insufficient for much was spent on routine work(The Secondary Education Commission).

Inspection work is usually found to be handicapped by the four causes as enumerated below :-

- dearth of properly trained and well-qualified inspectoral staff;
- inadequacy of existing staff;
- pressure of administrative duties;
- lack of adequate guidance to teachers.³²

The organisation of Inspectorial work in Andhra Pradesh was equally hampered and handicapped by the aforecited factors as was the case with the other parts of the country. It was felt that allotment of both administrative and inspectoral functions to the same persons tended to be detrimental to the academic inspection as well as to the smooth administrative functioning. Also the overlap of Regional Educational Administration over the District Educational Administration was considered to be causing unnecessary abnormal delays. Adequate follow-up programmes could not be organised in the old set up as the District Educational Officers were overloaded with heavy administrative functions as well. Consequently educational inspection

³² Mukerji, Op.Cit., p.98.

could not yield the requisite fruits for which the set up existed nor could the Officers wield adequate powers to achieve the desired goals.

Hence reorganisation of District Educational Inspectorate became an imperative need in view of growing number of educational institutions and in view of the outcry about the deterioration of educational standards in schools.

Importance of the Reform

Prior to the reorganisation of District Educational Administration, Officers of the Education Department were entrusted with the administrative work as well as with the inspectoral function. The straneous nature of work told upon the efficiency of administration and the efficacy of inspection. It was considered "to be detrimental to inspection and follow up programmes for improving the standards of schools."³³

There had been growing criticism about the falling of educational standards far and wide the nation. Many Committees and Commissions have made significant observations for effecting improvement of education function especially instructional procedures. Efficient and effective inspectoral work would help to improve

³³ Government Order Ms.No.1630 dated 10-6-1965, Op.Cit.

instruction through which alone educational standards can be improved much. Hence the Government of Andhra Pradesh deemed it as a bare necessity to reorganise the District Educational Inspectorate so as to improve instruction function for which the institutions existed. The existence of inspectorate can be justified to a larger extent when it attempts to overcome the stagnant procedures of educational institutions and make them adopt effective instructional and evaluational techniques.

The chief objectives of the reformation will unveil the importance of the reform for themselves:-

The chief objectives are :-

- Toning up of the academic standards in the Secondary and Training Schools of the State;
- having organised and uninterrupted inspection of those schools;
- arranging appropriate follow up programmes;
- effecting improvement of educational standards in the long run as a result of effective supervision and efficient inspection.

Pattern of the Reorganised District Educational Inspectorate

According to the scheme of the reorganisation of District Educational Administration, the following changes were contemplated:-

Attached to his office, there should be Gazetted inspectors of Schools in the present District Educational Officers' Grade, one for every 40-50

Secondary Schools. One of them will be a woman officer..... Where the number of Gazetted Inspectors is more than one in a district, one of them should be a woman officer.³⁴

Consequent to this reorganisational programme, there are 67 Gazetted Inspectors of Schools in the grade of Rs.325-20-425-25-700. They have been distributed among all districts at the rate of one officer for each batch of 40 or 50 Secondary Schools. The number of Gazetted Inspectors in the Revenue Districts, which form ~~an~~ the new Educational Districts, ranged from one to five.

(Table V - The Distribution of Gazetted Inspectors of Schools in the Reorganised Set Up).

Each Gazetted Inspector was " provided with a clerk-cum-typist and a peon.³⁵ The Inspecting Officers are considered as non-vacation personnel. Under the new scheme of things, the Regional Directorates, offices of the Deputy Directress and the Inspectress of Schools were wound up. That is to say that the separate Inspectorate for Girls' Education ceased to exist or it can be deemed to have been merged in the new organisational set up of inspection. Also the Regional Inspectorates of Physical Education, both for men and women, and oriental educational inspectorate came to be attached to the new District Educational Offices at the respective headquarters.³⁶

³⁴Government Order Ms.No.1630 Edn. dated 10-6-1965,Op.Cit.,

³⁵Loc.Cit.

³⁶Director of Public Instruction Proceedings Rc.No.450 K4/64 dated 21-6-1965.

TABLE : V : DISTRIBUTION OF GAZETTED INSPECTORS OF SCHOOLS IN THE REORGANISED SET UP *

S.No.	District	Number of Sec.Schools	Number of Inspectors
1.	Visakhapatnam	90	2
2.	Cuddapah	90	2
3.	Nizamabad	100	2
4.	Adilabad	51	1
5.	Srikakulam	150	3
6.	East Godavari	150	3
7.	West Godavari	140	3
8.	Anantapur	140	3
9.	Chittore	130	3
10.	Hyderabad District	150	3
11.	Medak	150	3
12.	Khammam	130	3
13.	Karimnagar	150	3
14.	Krishna	170	4
15.	Kurnool	160	4
16.	Nellore	160	4
17.	Hyderabad City	200	4
18.	Mahoobnagar	170	4
19.	Nalgonda	190	4
20.	Warangal	170	4
21.	Guntur	230	5
21	Total		67

* Based on Government Order Ms.No.1630 dated
10-6-1965, Op.Cit.,

Functions of the Gazetted Inspectors of Schools

The following enumerated are some of the main functions of the Gazetted Inspectors of Schools in the reorganised set up :-

- Completing " the annual inspection of all schools allotted to them " both Secondary and Training;
- paying "surprise visits" to them,
- attending " to follow up programmes,"
- paying of "surprise visits to elementary schools and mid-day meals centres,"
- inspecting the educational wing of the Panchayat Samithis, if deputed by the District Educational Officers,
- attending to the " work relating to educational statistics, teaching grants to aided elementary schools etc.,"³⁷
- preparing " academically for their work like follow up programmes of their inspections and visits, looking into the rectification of reports on I.Rs. etc."
- inspection work of Girls' Schools by the Gazetted Inspectresses of Schools.

The Government order under reference categorically forbids allocation of any administrative work to the Gazetted Inspectors of Schools since the reorganisation is chiefly based on the principle of separation of

³⁷ Government Order, Op.Cit.,

inspectoral and administrative functions. " As the scheme of reorganisation is based on the principle of separation of inspection from administration, no administrative work should be entrusted to the inspecting officers."³⁸

However, whenever the District Educational Officers go on leave or other assignments, the Senior Gazetted Inspectors of Schools will be functioning as the incharge District Educational Officers during the period of absence.

As per the work of the Gazetted Inspectress of Schools, the Government Order reads as follows:- " She will inspect all the Girls' Schools in the District and where the number falls short of the yard stick, she will inspect Boys' Schools also."³⁹

The role of the Gazetted Inspectors of Schools in the reorganised set up is mainly associated with the toning up of academic standards to the desired level through efficient inspection and effective follow up programmes in a calculated manner. For this purpose, they are relieved from the arduous administrative work. Their sole and whole work pertains to inspection of academic side of schools work and following of follow up programmes

³⁸ Loc. Cit.,

³⁹ Loc.Cit.,

in order to tone up the educational efforts and instructional techniques and evaluational procedures.

Inspectoral Functions of the District Educational Officers

In the newly organised set up, the rôle of the District Educational Officers are not without inspectoral work. Their functions include the following aspects of inspection, besides the functions already discussed:-

- making the annual inspection of all educational institutions headed by the Gazetted Officers,
- paying of surprise visits to all schools not infrequently,
- Inspecting the educational wing of the Panchayat Samithis or deputing a Gazetted Inspector of Schools to inspect the same.
- taking necessary administrative steps on the basis of the inspection reports submitted by the Gazetted Inspectors of Schools and to remediate the maladies found, if any, in the administration of the schools, or instruction provided by the schools,
- taking all such steps as are necessary for enforcing proper disciplinary measures on the non-gazetted staff like the Deputy Inspectors of Schools, Headmasters and other ministerial staff, who are directly under the administrative control of the office.

- enforcing of discipline also vests with the District Educational Officers of those Gazetted Staff who are under the administrative jurisdiction of the District Educational Offices,
- admising the Gazetted Inspectors of Schools and guiding them in the matter of inspectoral work and follow up programmes.

Figure No.17 gives Administrative Pattern of Inspection in Andhra Pradesh after its Reorganisation in 1965.

In recent years, there have been several efforts to improve the inspection function in Andhra Pradesh. Some of them are given hereunder:-

- developing minimum programmes for the improvement of schools,
- organising Educational Conferences, Seminars and Workshops at the State level and the district level,
- adopting of schools by the Gazetted officers in the department.

Thus it can be noticed that this reform of Reorganisation of District Educational Inspectorate is aimed to improve educational standards and academic attainments and is based on the principle of separation of inspection from administration.

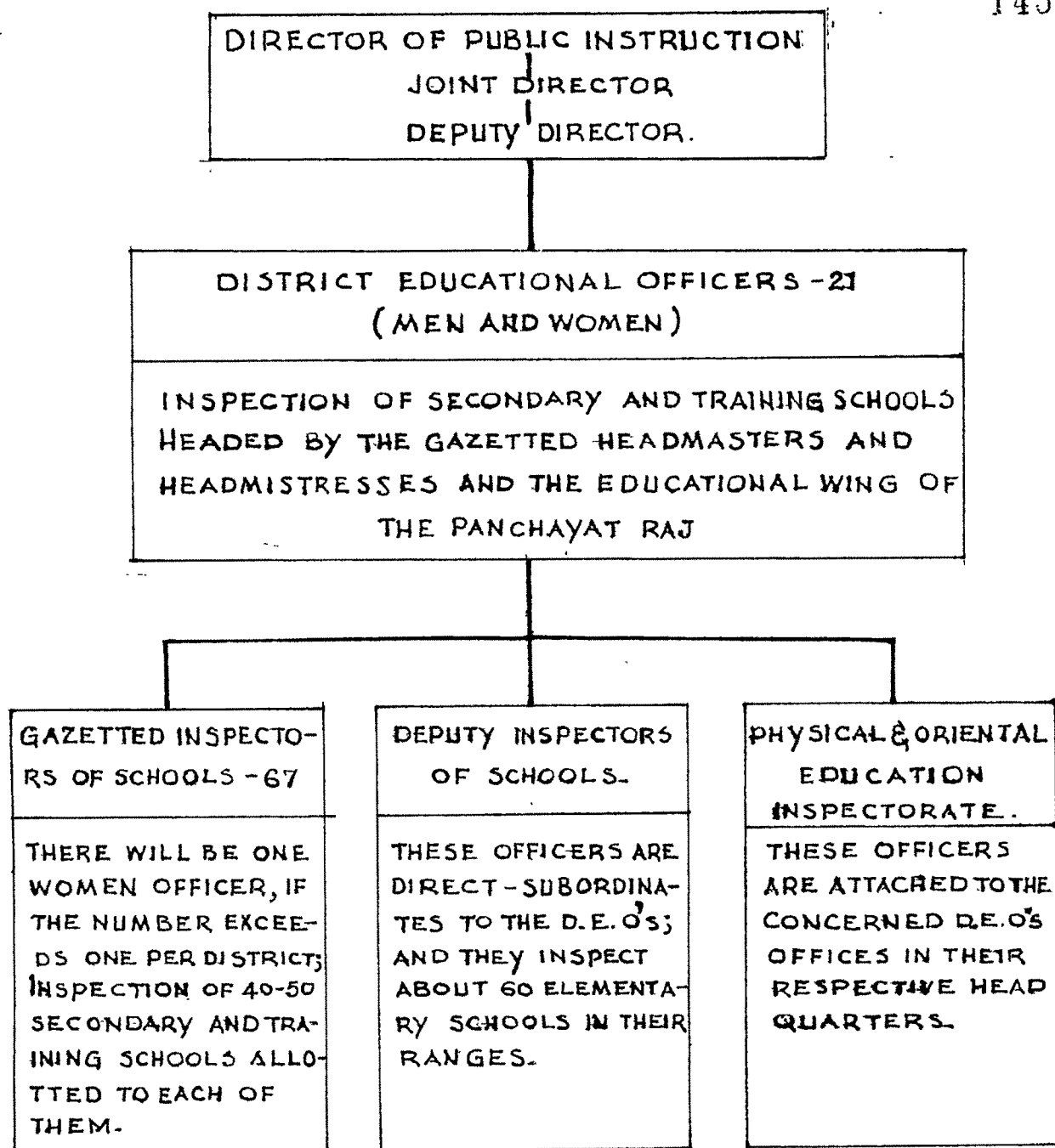


FIGURE -17

ADMINISTRATIVE PATTERN OF INSPECTION IN ANDHRA PRADESH
AFTER ITS REORGANISATION IN 1965.

‡ (SOURCE :- GOVERNMENT ORDER M-5. No 1630 dated-10-6-65. Op.cit)

IV. REFORM OF BIFURCATION OF DIRECTORATE OF PUBLIC INSTRUCTION

1965 yet saw another significant change in the History of Educational Administration of Andhra Pradesh, which was the reform in the form of bifurcation of Directorate of Public Instruction and thereby creation of Directorate of Higher Education, which was designed to look to the Collegiate education and research programmes.

Origin and Background

Perhaps, in this matter, the impact of similar reforms carried out in the neighbouring States of Mysore and Madras had some unconscious influence on the decision of the Government of Andhra Pradesh.

The problems of Higher Education are evidently different from those of Elementary or Secondary Education. Vast expansion of all these stages of education resulted in its, unwieldy nature to be controlled or administered by a single Directorate of Education. The genesis of the reform can be seen to have been caused by the unprecedented expansion of education of all stages in recent years.

Sri K. Brahmananda Reddy, the Chief Minister of Andhra Pradesh, announced the decision of the Cabinet to bifurcate the Directorate of Public Instruction and

create a new Directorate of Higher Education. Consequent to the Ministerial decision, a new Directorate has been ushered into existence on the 1st October 1965.

The need for such a reform can be noticed well from the following observation:- "It is time to re-examine state educational machinery for the purpose of modernising it to perform its essential services and functions."⁴⁰

The chief objectives has been obviously to afford administrative facilitation and improved educational standards through concentration of efforts on a limited sphere of activities by the two Directorates in their respective fields. This has, perhaps, motivated the introduction of this important reform.

The background for this reform lies in the changing needs of the State and growing functions of the Department of Education of the State Government. Mukerji writes:-

It may be noted that in early stages, the department of education was generally concerned with a few schools and colleges, and with essential branches of education. During the last decade, not only has the number of educational institutions increased rapidly but new ideologies of education have come to the forefront.⁴¹

⁴⁰Mukerji (ed.), Op.Cit., pp. 84-85.

⁴¹Loc.Cit., .



The Directorates of Education in many States have been looking to various branches of education such as:-

(1) Higher Education, (2) Secondary Education, (3) Elementary Education, (4) Teacher Education, (5) Social Education, (6) Oriental Education, (7) Physical Education, and (8) Education of the Handicapped and the Defectives. Besides the above-mentioned instructional fields, the Directorates of Education were also handling the following service-areas:- (1) Finance, (2) Planning and Implementation, (3) Educational Statistics and Survey, (4) Audio-Visual Services, (5) Text book Publication and Prescription, (6) Curricular Reconstruction, (7) Educational Research and Dissemination of Research Findings; (8) Public and School Library Services, (9) Educational and Vocational Guidance Services, (10) Inservice Educational Programmes, (11) Examination and Evaluation, (12) Certification, (13) Distribution of Scholarships, (14) Appointments, Discipline and Control etc.

With the growth of numerous service-areas and innumerable administrative functions, the Departments of Education have been handicapped in adjusting themselves to the multiplicity of activities that the complexity of departmental development was demanding of them. This

handicap might be partly due to failure of securing competent and outstanding personnel which resulted from unattractive salary conditions and uninviting service regulations. Under the afore-cited circumstances, the organisation structures of a century-old departments of education were considered as obsolete. Revision of educational administrative procedures and reorganisation of State Educational Administrative Frame-works to suit the changing times and growing needs of the society became admittedly recognised as felt-needs. An educationist says:-

In the administration of education, the future set up of the Education Department is of crucial importance in order to ensure that drift is completely avoided and dynamism prevails throughout the Department.⁴²

The Government of Andhra Pradesh has been equally aware of bare facts and hence took no time and spared no bit of effort to re-examine the question of reorganisation of State Educational Machinery and took up the task of modernising it so as to enable it " to perform its essential services and functions."

Formerly the Directorate of Public Instruction in Andhra Pradesh was dealing with the Primary, Secondary and Collegiate Stages of Education, Teacher-Education, Public Libraries, Government Examinations, Special

⁴²Sunderavadivelu, Op.Cit., p.27.

Educational Units, Institutes and Bureaux, Text Book Publication, Scholarships and the like. This has resulted in the multiplication of functions and responsibilities of the Directorate of Public Instruction. So the Andhra Pradesh Government determined to bifurcate the Directorate of Public Instruction and create a new additional Directorate for Higher Education. The Government order says in this context:-

Government after mature consideration and consultation have decided to bifurcate the present Directorate of Public Instruction by constituting a separate Directorate of Higher Education to look after collegiate education and also the Directorate of Public Libraries.⁴³

Consequent to the decision, the new Directorate started functioning from the 1st October 1965.

Importance of the Reform

The importance of the above reform can be noted from the following points:-

- Bifurcation of Directorate of Public Instruction and creation of a new Directorate of Higher Education is conducive to better administration of education at different levels,
- Minimising the spheres of activities of both the Directorates is considered to permit greater concentration of efforts on the respective fields which will ultimately result in the improvement of educational standards.

⁴³ Government Order Ms.No.1771,G.A.(Spl.A.)Dept. Dated 1st October,1965.

- Needs, objectives, goals and approaches being different and peculiar for each of the Higher and Secondary Educational levels, this step may enable the Directorates to tackle many of the respective problems efficiently, effectively and intelligently.
- Formation of separate Directorate is a reformation that may lead to administrative facilitation in educational planning and implementation, and supervision and inspection of respective areas of educational administration.

Pattern of Bifurcation

Consequent to the decision taken by the Government, orders were passed for the creation of a new Directorate Higher Education

The Government, therefore, passed the following orders:

- (1) The present Directorate of Public Instruction shall be bifurcated into two Directorates namely
 - (a) Directorate of Public Instruction,
 - (b) Directorate of Higher Education;
- (2) The Director of Higher Education will be in charge of the collegiate education and also the Director of Public Libraries;
- (3) The Director of Public Instruction will be in-charge of all other functions of the present Director of Public Instruction.⁴⁴

With the bifurcation of the Directorate, the problems of allocation of different subjects and personnel between the two Directorates drew the attention

⁴⁴Loc.Cit.,

of the Government, which appointed a special committee for the said purpose and accepted the recommendations made by the committee in toto.

The Director of Higher Education shall be in charge of all Arts and Science Colleges, Colleges of Physical Education, Oriental Colleges and Training Colleges along with the Practising High Schools attached to these Institutions and deal with the matter relating to Post-Matriculation Scholarships. He shall be Ex-Officio Director of Public Libraries and the Andhra Pradesh Public Libraries Act will be suitably amended to the extent necessary. The remaining subjects shall continue to be dealt by the Director of Public Instruction.⁴⁵

In addition to the above-mentioned subjects, subsequently, some more subjects were transferred to the Directorate of Higher Education, relieving the Director of Public Instruction from the same.

The Government have carefully examined the proposals and hereby order in continuation of the orders passed in G.O.Ms.No.2767 Education, dated 27-10-1965 that the following institutions under the supervision of the Director of Public Instruction be transferred to the Director of Higher Education with immediate effect:-

1. The State Institute of Education,
2. The Science Education Unit,
3. The Evaluation Unit,
4. The Bureau of Educational and Vocational Guidance.⁴⁶

Hence from the above citations it can be concluded that the Director of Higher Education has under his control the following subjects:

⁴⁵ Government Order Ms.No.2767 Edn.(F) Dept.dated 27-10-65.

⁴⁶ Government Order Ms.No.187 Edn. dated 26-10-1966.

- Arts Colleges.
- Science Colleges.
- Training Colleges.
- Practising High Schools.
- Colleges of Physical Education.
- Oriental Colleges.
- Public Libraries.
- The State Institute of Education.
- The Science Education Unit.
- The Evaluation Unit.
- The Bureau of Educational and Vocational Guidance.
- Post-Matriculation Scholarships etc.,

The question of transfer of conducting Higher Secondary Examination by the Director of Higher Education was stated to be under the active consideration of the Government.⁴⁷

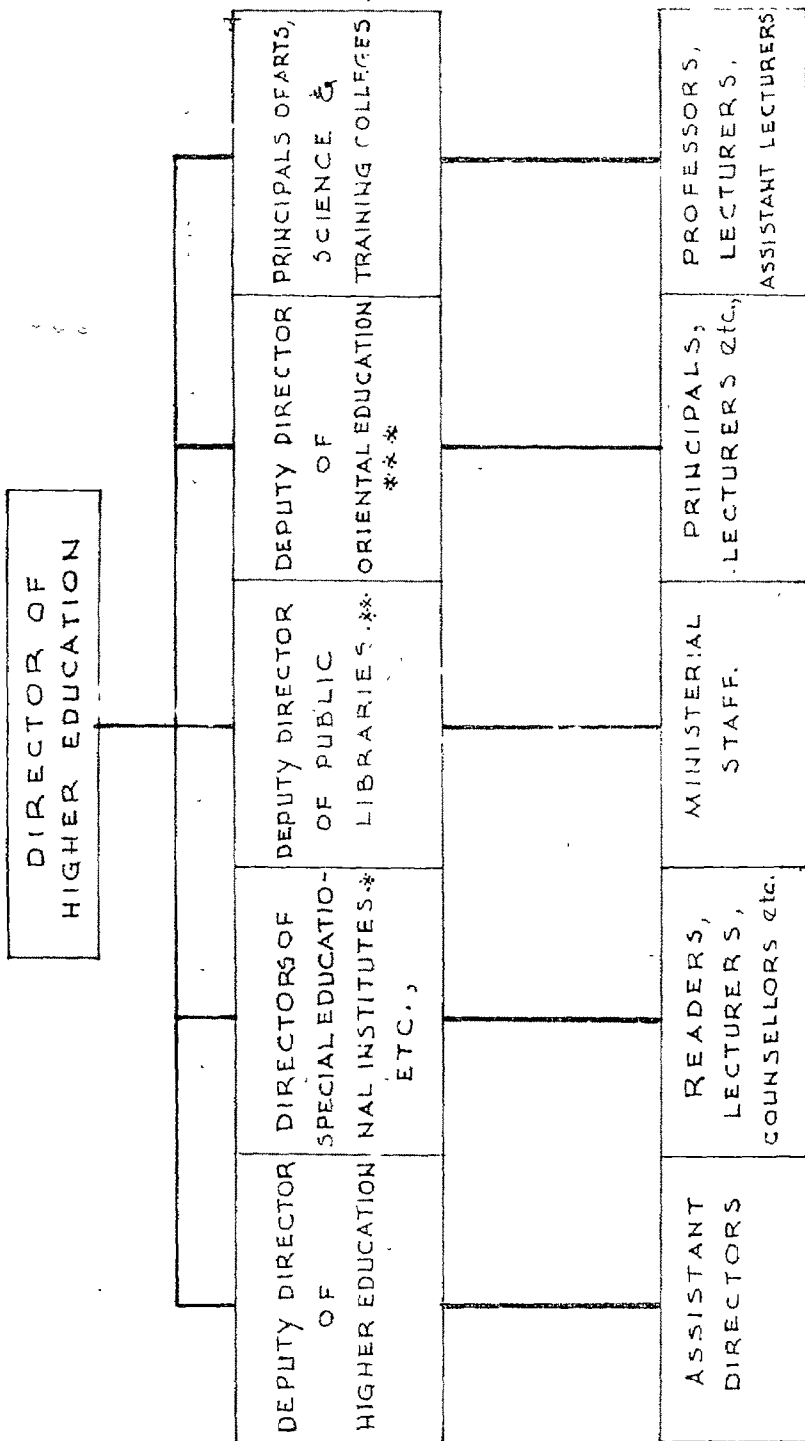
Figure No. 18 shows Pattern of Directorate of Higher Education in Andhra Pradesh after its creation as in 1966.

Functions of the Director of Higher Education

The Director of Higher Education has the following functions:-

- looking after of Collegiate Education,
- acting as the Ex-officio Director of Public Libraries,
- supervising functioning of Arts and Science Colleges and Teacher Education, colleges.
- supervising functioning of Special Educational Institutes, Units and Bureaux,
- dealing with the matters of Post-Matriculation Scholarships,
- preparing educational plans for the expansion of Higher Education and their implementation,

⁴⁷ Government Order Ms.No.2767 Edn.(F) Dept. dated 21-10-65, Op.Cit.,



*
FIGURE - 18

PATTERN OF DIRECTORATE OF HIGHER EDUCATION IN
ANDHRA PRADESH AFTER ITS CREATION AS IN 1966

(* subsequently transferred to this directorate;
** subsequently made as a separate directorate; and
*** subsequently created.)

(* SOURCE: - GOVERNMENT ORDER M.S. No 1771 G.A. (Spl.) DEPT. dt: 1-10-1965, op. cit.)

- gathering educational statistics regarding Higher Education,
- disseminating research information and findings.

Powers of Director of Higher Education

The Director of Higher Education has been endowed with all those powers that the Director of Public Instruction has been exercising before bifurcation with respect to the institutions and officers that were transferred to the Directorate of Higher Education.

Consequent on establishment of a separate Directorate for Higher Education in the State, Government hereby empower the Director of Higher Education to exercise powers delegated in the Government orders cited above, so far as the institutions and officers pertaining to Higher Education are concerned.⁴⁸

The Director of Higher Education is thus empowered to exercise all those powers that were delegated to the Director of Public Instruction before bifurcation as per Government Orders Ms.No.2510 dated 16-9-1965 and Ms.No.2535 dated 21-9-1965.

1965

In September/ the Government of Andhra Pradesh have delegated some " financial powers to levels below the Chief Minister in order to reduce the workload of various levels and to enable quicker disposal of business."⁴⁹

Some of the powers delegated to the Directorates of Education, are as follows:-

⁴⁸ Government Order Ms.No.8 dated 3-1-1966

⁴⁹ Government Order Ms.No.2510 dated 16-9-1965.

- Grant of permission to Officers for publications of books written by them.
- Authorisation of time-barred bills of the non-gazetted officers when the delay is not more than one year.
- Distribution of posts found in surplus in particular institutions to others.
- Acceptance of public donations without financial commitment to the Government.
- Administrative sanction for buildings of Government Colleges.
- Refund of tuition fees.
- Administrative sanction for school buildings.
- Acquisition of land to school buildings.
- Powers of administration and financial sanction to examinations conducted by the Commissioner for Government Examinations.
- Sanction of additional staff for auditing the Panchayat Raj Educational Institutions, etc.⁵⁰

There had been mixed reactions on this reform of Bifurcation of Directorate of Public Instruction, some favourable and others opposing the action. The Government, however, conscious of the cautious decision it had taken, is desirous of continuing the same.

⁵⁰ Government Orders Ms.Nos.2510 dated 16-9-1965 and 2535 dated 21-9-1965.

V. REFORM OF ESTABLISHMENT OF SPECIAL EDUCATIONAL
INSTITUTES, UNITS AND BUREAUX

Establishment of new educational institutes, units, and bureaux is not so much an administrative reform as any of other reforms discussed so far, even though it involves improvement in the workload of the educational administration. Their establishment can be conceived as an important of educational reform, more or less, for it would help furtherance of education function through improving instruction which is the supreme goal of the educational institutions.

Origin and Background

Origin of this reform can be traced mainly in the psycho-educational innovations. Professional education of teachers has been assuming new dimensions in recent years. Importance of in-service education is getting more recognition now-a-days. Teacher-education is recognised as a process of continuum and teachers are considered to be life-long students, who should acquaint themselves with the constantly exploding knowledge of various branches to keep themselves abreast of the progressing times.

The State Government was active enough to take necessary steps to establish such institutes either at the instance of the Centre or of its own initiative at the opportune occasion.

The Andhra Pradesh Government spared no effort and left no stone unturned to improve the teacher educational techniques and attempted to improve the quality of teachers and ultimately the quality of education as well.

The following special educational institutes were established in Andhra Pradesh after its formation in 1956:-

1. The State Bureau of Educational and Vocational Guidance;
2. The State Evaluation Unit;
3. The State Science Education Unit;
4. The State Institute of Education;
5. Extension Services Departments etc.

1. The State Bureau of Educational and Vocational Guidance

Background.- Educational and Vocational Guidance came into fore-front as a result of psychological innovations and philosophical trends. As education became child-centered, child's needs, interests and aptitudes came to be recognised as the guiding factors of the educative programme. Need for guidance to pupils in the choice of educational careers and vocational careers was felt as a must due to the growing complicity of life and complicated nature of educative process and complexity of vocational pursuits.

The Secondary Education Commission says, " The provision of diversified courses of instruction imposed

on teachers and school administrators the additional responsibility of giving proper guidance to pupils in their choice of courses and careers."⁵¹

Consequent to its recommendations, with the introduction of diversified courses of instruction in schools and establishment of Multipurpose Schools and Higher Secondary Schools, many States have started Educational and Vocational Guidance Bureaux to train teachers in affording guidance and counselling services, which they were to carry out in the Multipurpose Schools. " The Bureau was established in 1958 as a part of the Directorate of Public Instruction for training of guidance personnel and construction of test material for the purpose of guidance and counselling."⁵²

The State Bureau of Educational and Vocational Guidance was established in 1958 and functioned from Rajahmundry for some time and later was shifted to Hyderabad. Presently, it is attached to the Directorate of Higher Education consequent to bifurcation of the Directorate of Public Instruction.

Objectives.- The Bureau has many objectives, which are as enumerated below:-

- giving fillip to guidance movement through training of guidance counsellors and career-masters,

⁵¹Report of the Secondary Education Commission, Op.Cit., p.107.

⁵²Administration of Education in Andhra Pradesh, (Delhi: Department of Edul.Adm., NCERT, 1966), p.19.

- preparing test material to be useful for guidance purposes,
- dissemination of occupational information etc.

Programmes.- The Bureau has the following programmes on hand:-

- conducting Training Courses of 10 months duration to teachers for preparing them as the Guidance Personnel to work in the Multipurpose Schools,
- conducting 3 months course for the teacher counsellors,
- conducting 3 week- Career-Masters' Training Courses,
- conducting short courses for the reorientation of educational and vocational guidance movement for teachers at various centres,
- collection, classification and dissemination of occupational information through publication of pamphlets and bulletins,
- preparation of Test Material to be used in guidance and counselling.⁵³

Administrative Pattern.- The following personnel are in charge of the administration of the Bureau:-

1. The Director of Higher Education.- The Bureau is under the direct administrative control of the Director of Higher Education.

2. The Director of the State Bureau of Educational AND Vocational Guidance.- The Director of the Bureau is

⁵³Loc.Cit.

the immediate superior to all the administrative personnel of the Bureau, who is directly controlled by the Director of Higher Education. The post is of the rank of Deputy Directors working at the Head Office. It is of cadre of Class I in the Andhra Pradesh Educational Service. The post is filled up by promoting a senior member of the State Educational Service or by transferring a Senior Officer.

3. Counsellors. - There are two posts of Counsellors, which are gazetted, and usually filled by persons who are qualified in Guidance and Counselling.

4. Occupational Information Officer. - This is a non-Gazetted post, whose function pertains to gathering and dissemination of occupational information.

5. The Statistical Assistant. - A Statistical Assistant is employed from adequately qualified persons whose function is to deal with data gathered subjecting it to statistical treatment.

6. The Testing Assistant. - A Testing Assistant is appointed from among the qualified persons to look to the preparation of tests etc.

7. The Social Worker Assistant. - There is also a Social Worker Assistant in the technical staff who attends on Social Work and related assignments.

8. The Ministerial Staff.— In addition to the above administrative and technical staff, there is sufficient ministerial staff to look to the routine work. It consisted of a Superintendent, a Upper Division Clerk and Lower Division Clerks.

2. The State Evaluational Unit

Background.— Examination reform became an educational movement of great significance in the post-independent era. All India Council for Secondary Education (AICSE) took up the task, as examinations have been subjected to severe criticism by numerous educational commissions and committees since the very inception of the system of examinations in our country. It has set up a Pilot Examination Unit in 1958, which blossomed into the Central Examination Unit shortly and into the Department of Curriculum and Evaluation in 1966 after being merged with the Department of Curriculum, Methods and Text Books of the National Institute of Education of the National Council of Educational Research and Training.⁵⁴

With the lead given by the Centre, many States have established from 1962 onwards State Evaluation Units to propagate the Philosophy of Educational Evaluation and promote the examination reform.

⁵⁴Report of the Training Course on Educational Evaluation, (New Delhi: Dept. of Curriculum and Evaluation, NCERT, 1966), pp. 2-3.

As per the lead and guidance given by the Central Government and the National Council, necessary steps were taken by the Andhra Pradesh Government in 1962 to form such a unit in the State. " The Unit was established with the objective of reforming examination system at the school stage as a part of the Directorate of Public Instruction in 1962 under the Central Government Scheme."⁵⁵

By establishing the State Educational Evaluation Unit, the State Government has exhibited its strong desire to be in line with the progressive forces in the field of educational reformation.

Initially, a State Evaluation Officer was ~~to be~~ in charge of the Unit. Later the post was upgraded to that of Class I Officer and was designated as the Director of Evaluation Unit in 1964, which is equivalent to the cadre of Deputy Directors of Education.

Now after the bifurcation of the Directorate of Public Instruction, it came to be under the direct control of the Director of Higher Education. There may not be further expansion of the Unit in the IV Five Year Plan period as no Central Assistance is likely to be given.

Objectives.- The chief objective of this unit has been to effect reformation of the examination system on lines developed by the Department of Curriculum and Evaluation

⁵⁵ Administration of Education in Andhra Pradesh, Op.Cit.
p.21.

of the NCERT and spread the new concept of Educational Evaluation among teachers and administrators. Other objectives are as mentioned below:-

- Production of requisite Test Materials;
- Training of teachers in test-construction and Test Statistics;
- Training in preparing Test Materials;
- Training in improved methods of Paper-Setting;
- Conducting Seminars, Workshops and Conferences to propagate Evaluation Concept and practice;
- Publication of literature;
- Improvement of internal and external assessment;
- Conducting educational research on problems of examinations;
- Encouraging conducting action research and experimental projects in the field of examinations;
- Attempting curricular development and teaching methodology of basis of educational objectives.

Programmes.- The Unit arranges such programmes and activities that would lead to the improvement of examination system - internal as well as external - and evaluation of scholastic and non-scholastic areas of educational development on the basis of the philosophy of educational evaluation. Also it attempts to bring a high correlation between educational objectives and learning experiences, and between learning experiences

and evaluational tools. On the whole, it attempts to make the whole of the educative process to feel the impact of evaluational philosophy and makes education as an integrated whole commencing with the educational objectives, covering curriculum, text books, supplementary reading material, objective-based instruction and evaluation - periodwise to annual examination - and ending with certification, and follow up programmes.

The programmes and activities include:-

- Conducting short courses, seminars and workshops to acquaint with the new evaluational concept, to prepare test items and to know the objective-based instructional techniques and the paper-setting technicalities for the Headmasters, Headmistresses, Inspecting Officers and lecturers of the Department of Education,
- developing improved test material and trying-out the same on student populace,
- studying and investigating the problems of examination and evaluation,
- disseminating information through publication of books, brochures, and bulletins on educational objectives, test-items, objectives-based instructional material, improved procedures of internal and external examinations, investigational findings, procedures for improving question papers, test-procedures for non-scholastic areas of evaluation.

Administrative Pattern.- The present pattern of the administration of the Unit is as follows:-

1. The Director of Higher Education.- The Director of Higher Education is the chief administrative officer of the Unit. All transactions are channelled through the Directorate.

2. The Director of the Unit.- The Director of the State Evaluation Unit is that of the cadre of the Deputy Director of Education, who is the technical head of the Unit.

3. The Technical Assistant.- There is a Technical Assistant of the cadre of Assistant Lecturer to assist the Director of the Unit in the evaluation work.

4. Ministerial Staff.- In addition, adequate ministerial staff is provided to assist the Director of the Unit in the Office work.

3. The State Science Education Unit

Background.- Scientific, technical and technological education did not expand very much during the British period. The importance of science-education came to be recognised in recent years. Development of any country in modern times is proportional to the science education that is imparted there. In this atomic age, no nation can progress without giving sufficient stress on scientific, technological and industrial education.

The Secondary Education Commission observed.- " The greatest wealth of a country is not to be found in the bowels of the earth but in the ingenuity and skill of the people."⁵⁶

The Education Commission of 1964-66 says, while stressing science as a basic component of education and culture:-

" Science-education must become an integral part of school education; and ultimately some study of science should become a part of all courses in the humanities and social sciences at the university stage, even, as teaching of science can be enriched by the inclusion of elements of humanities and social sciences.⁵⁷

Efforts are being made throughout the nation to improve teaching of science to make our country to stand on par with all other modern nations. Education should also become science based and science biased.

Through thorough science education only we will be able to educate our people to make use of their ingenuity to exploit the skills that are developed to unearth the greatest wealth that is hidden in the bowels of the Mother India, and thus help to foster better health of the nation. The Commission also stressed on production oriented education by which only it will be possible to increase the national wealth. Science education helps

⁵⁶ Report of the Secondary Education Commission, 1952-53, Op.Cit., p.32.

⁵⁷ Report of the Education Commission, 1964-66, Op.Cit., pp.6-7.

for the development of scientific attitude, scientific thinking and scientific bent of mind, which will inculcate exploratory attitude and problem-solving nature besides critical thinking and analytical mode of attacking problems.

Hence in the post-independent era, attempts are made by the Central and State Governments to improve science-education. In Andhra Pradesh too similar attempts are made at improving science education quantitatively and qualitatively.

As was the case with the rest of India, Andhra Pradesh too lagged behind in the matter of science education in the secondary stage of education. No electives in sciences were provided in the science curriculum and science teaching was not given much prominence except that it was taught only as General Science in the core curriculum.

With the recommendations of the Secondary Education Commission, Science-education came to gain importance with the introduction ^{of} specialised curricula as the seven streams of diversified courses. " This unit was established in November 1964 under the Central Government Scheme with the objective of the improvement of teaching of science subjects at the secondary stage."⁵⁸

⁵⁸ Administration of Education in Andhra Pradesh, Op.Cit.,
p.21.

The Unit was first established as a part of the Directorate of Public Instruction and later, after the creation of the Directorate of Higher Education, it was transferred to the administrative control of the new Directorate.

Objectives.- The Unit has the following objectives in its purview:-

- improving the quality of science teaching by organising in-service courses;
- training in evaluational techniques in science;
- revising science curriculum and syllabi;
- reviewing science books for supplementary reading;
- organisation of content courses in science; and
- organisation of workshops for training in the preparation of improvised apparatuses and equipment.

Programmes.- The Unit has multiple programmes and activities on hand; to mention a few of them, the following are listed:-

- Organisation of 10 Week Training Courses as a part of in-service education for trained graduate-teachers including training in organisation of work-shops, science clubs and usage of audio-visual aids,
- conduct of evaluation courses in science education,
- Review of General Science Books to be used in science libraries.

- Revision of syllabi of different High School Classes.
- Organisation of 9 Months Courses under the sponsorship of the Universities.⁵⁹

Administrative Pattern.- The Administrative Pattern of the State Science Education Unit is as follows:-

1. The Director of Higher Education.- The Director of Higher Education is the chief administrative controller of the Unit.

2. The Director of the Science-Education Unit.- The Director of the Unit, who heads the Unit is in the cadre of Deputy Directors of Education. He is the chief executive of the Unit.

3. Readers.- There are certain posts of Readers in the Unit, which are presently kept in abeyance. They are in the grade of Rs. 600-900.

4. Lecturers.- There are 5 posts of Lecturers. Persons possessing post-graduate qualification in science and training in Education are appointed to the above posts. Different branches of science are represented by these lecturers. They are in the University Grants Commission Scales of Pay as adopted by the State Government i.e., Rs. 300 to 600.

5. Ministerial Staff.- The Unit has been given adequate Ministerial staff to look to the routine office work, namely

⁵⁹Loc.Cit.,

one Superintendent and a Upper Division Clerk and Lower Division Clerks including Typist.⁶⁰

4. The State Institute of Education

Background.- After the dawning of independence on the Indian soil, mass educational efforts were undertaken with a view of eradicating illiteracy from the face of our country, especially after the Constitutional guarantee has been accorded in 1951.

These institutes are being organised in each State to improve quality of Primary Education. They are to train the teacher-educators, to carry out intensive research on problems of Primary Education, to provide extension-services to the elementary teacher training institutions and to take up problems of curriculum, text-books and the like.⁶¹

With the introduction of free, compulsory and universal education, quantitative expansion of education has taken place in rapid strides. Eventually, as lesser attention has been paid, qualitative improvement suffered much. Educational standards were found to be deteriorating. Hence the need for the improvement of quality of education was felt much. Consequently schemes were prepared by the Centre to establish State Institutes of Education in all the States to improve the state of elementary-teacher education and elementary educational administration through the organisation of in-service and extension

⁶⁰ Loc.Cit.,

⁶¹ S.K.Murty, Op.Cit.,

programmes.

As per the guide-lines of the Central Government, the State Government of Andhra Pradesh took necessary steps to establish one in the State. " The State Government set up the State Institute of Education in May 1964 under the Centrally sponsored schemes and as a part of Directorate of Education."⁶²

Though the Institute has been established as a part of the Directorate of Public Instruction, it has been transferred to the Directorate of Higher Education after its formation. It has its headquarters situated in Hyderabad only in a separate building. Recently a State Survey Unit came to be attached to the State Institute of Education to carry out the educational survey in the State.

Objectives.- The Institute has the following multiple objectives in its view:-

- giving In-service training to teacher-educators of elementary teacher training institutes and elementary educational administrators like Headmasters, Deputy Inspectors of Schools to improve the quality of elementary education through improvement of teacher-education and inspectoral work at that level,
- conducting intensive research on problems pertaining to elementary education and encouraging research and experimentation in elementary education through

⁶² Administration of Education in Andhra Pradesh, Op.Cit.,
p.21.

sanction of grants-in-aid.

- reviewing and revising the elementary school curriculum and syllabi.
- bringing out publications pertaining to elementary education.

Programmes.- The Institute has the following numerous programmes and activities before it:-

- Conduct of In-Service Educational Programmes to Teacher-Educators of Elementary Teacher Training Institutions, and Deputy Inspectors of Schools, who have put in 5 years of service after undergoing training, to acquaint them with the latent trends and techniques innovated in the field of education;
- Investigations on problems of elementary education by the members of the staff or by the teachers interested in educational research through grants-in-aid schemes;
- Publication of Teacher Guides, educational monographs and brochures on elementary education to disseminate information about the research findings that have been found out;
- Collection of statistical data for the All India Educational Survey conducted by the National Council of Educational Research and Training;
- Organisation of Extension Service Programmes for elementary school teachers under the Centrally sponsored scheme, programme No.2 of 1966-67 for improving teaching of Science and Mathematics by organising 7 day Workshops under the guidance of

the District Educational Officers and the Deputy Inspectors of Schools for Upper Primary Schools and the Headmasters for High Schools where Classes VI and VII exist; Deputy Inspectors of Schools in the former case and the Gazetted Inspector of Schools in the latter case acting as the Resource Personnel;

Administrative Pattern.- The pattern of administration of the Institute is revealed through the description of its administrative personnel as given hereunder:-

1. The Director of Higher Education.- The administrative control of the Institute vests in the Director of Education.

2. The Director of the State Institute of Education.- The chief executive head of the Institute is designated as the Director, whose rank is equal to that of Joint Director of Public Instruction.

3. The Principal.- To assist the Director of the Institute a Principal's post was created, which was, however, kept in abeyance.

4. Readers.- There are four Readers in the scales of pay of the University Grants Commission of Rs. 600-1900, for (1) Administration and Mathematics, (2) State Educational Survey and Social Studies, (3) Planning and Statistics and (4) Research and Library Organisation.

5. Lecturers.- There are five lecturers in the UGC scales of pay of Rs. 300-600 for (1) Evaluation; (2) Social Studies, (3) Telugu, (4) Science, and (5) Hindi.

(6) Statisticians. - There are two Statisticians working out statistical computations.

7. Librarian. - The Trained Librarian is to look after the library of the institute and to help in the organisation of libraries and courses on the organisation of school libraries.

8. Ministerial Staff. - The Ministerial Staff of the Institute consists of a Superintendent, Upper Division Clerks, and Lower Division Clerks including Typists.

After the attachment of the Survey Unit, a Reader of the Institute came to be designated as the State Survey Officer, the District Educational Officers as the Survey District Officers and some of the Deputy Inspectors of Schools as the Assistant Survey Officers, during the period of survey.⁶³

Similarly, with the introduction of Extension Services Programmes for the Elementary Schools, the Gazetted Inspectors of Schools and the Deputy Inspectors of Schools came to be associated with them as the Resource Personnel.⁶⁴

⁶³Loc.Cit.,

⁶⁴Government Order Ms.No.2648 dated 3-11-1966.

5. Extension Services Departments

Background.- Pedagogy has come to attain new dimensions in recent past due to varied innovations in the fields of Philosophy, Psychology and Sociology. Education is now becoming more or less a social science. Hence in-service education through extension services educational programmes has become an implicit aspect of modern professional education of teachers to make them competent in their own field - professionally and academically.

The All India Council for Secondary Education became the Directorate of Extension Services Programmes for Secondary Education (DEPSE) in 1959 and thereby with the Centre's assistance and advice many of the State Governments have started establishing Extension Services Departments or Centres, attached to the Training Colleges of the State Governments or those of the Private Agencies or Colleges of Education of the State Universities. Buch writes:-

In-service education is now regarded as including all activities and experiences participated in by professional personnel during their service as teachers, administrators and supervisors, that are planned and organised by the agencies like Teacher Colleges, State Departments of Education, State Institutes of Education, and Guidance Bureaux, to help educators to improve as persons and mature as professionals.⁶⁵

⁶⁵ M.B.Buch, "Vital Issues in In-Service Education in India." N.I.E.Journal, (New Delhi: NCERT, Sept.1966), p.67.

In-service education of teachers in India has its first reference in the Government of India policy Resolution of 1904 and 1913. The Hartog Committee has also recommended organisation of refresher courses and conferences. The Abbot-Wood Report of 1937 made mention of two types of teacher training for the first time In-service and Pre-service. The Sargent Scheme of 1944, the University Education Commission of 1948-49, and the Secondary Education Commission of 1952-53 have also emphasized on the desirability of having in-service education of teachers.⁶⁶ Buch elucidates further the in-service education in the following terms:-

The first formal programmes to provide in-service education to secondary teachers through a network of Extension Centres attached to Training Colleges, was started by the former All-India Council for Secondary Education in 1955. More than ten years have passed since the programme came into existence. At present apart from 100 Extension Centres at the Secondary level, and 45 Extension Centres at the Elementary level, a number of organisations, either at the State level or at the National level, organise in-service education activities for all types of personnel ranging from teacher-educators to inspectors, secondary school teachers and primary school teachers. The programme of in-service education has now been extended even to the university teachers by the University Grants Commission through its programmes of Summer Institutes. Today about 2,000 seminars, workshops, training refresher courses, study groups etc., are being organised all over the country every year. About 50,000 educational personnel at all levels participate annually in such programmes.⁶⁷

⁶⁶ Loc.Cit.,

⁶⁷ Ibid., pp.67-68.

In the State of Andhra Pradesh, Extension Services Departments came to be started since 1956. At present there are seven Extension Services Departments in the State, out of which four are attached to the Government Training Colleges in Warangal, Kurnool, Rajahmundry and Nellore, one to the College of Education, Osmania University and two Centres, at Vizainagram, and Guntur, attached to the Training Colleges run by the private management. All these centres are working with the aid of the Centre and have their jurisdiction extended over 4 or 5 districts in the neighbourhood of their Headquarters.

Of late the Extension Services Programmes have been extended to elementary educational level also and are organised under the auspices of the State Institute of Education, Hyderabad, under Programme No.2 of 1966-67, initially attempting at the improvement of teaching of Science and Mathematics by organising one week workshops under the guidance of the District Educational Officers, Gazetted Inspectors of Schools or Deputy Inspectors of Schools, acting as the Resource Personnel for the High School teachers and Upper Primary School teachers respectively, specially to enable the teachers to handle the syllabi under the newly introduced

integrated scheme.⁶⁸

Hitherto, the Extension Services Departments were financed and assisted through the Directorate of Extension Services Programmes for Secondary Education (DEPSE), which has come to be known as the Department of Field Services (DFS) since 1965, which is one of the powerful departments of the National Council of Educational Research and Training.

Also the administrative control of the Extension Services Department has been transferred to the State Government since 1959 with retrospective effect though financial aid remains to be given by the Field Services Department as usual.⁶⁹

Objectives.- The chief objective of the Extension Services Department is providing in-service education to the teachers and administrators and help in their professional development. Ultimately, improvement of educational standards will be aimed by extending these in-service educational facilities to all the educational personnel. Buch speaks of aims of in-service education in the following way:- " The in-service education programme aims at improvement in education through the professional growth of educational personnel. The

⁶⁸ Government Order Ms.No.2648 dated 3-11-1966.

⁶⁹ Government Order Ms.No.925 Edn.(c) Dept., dated 24-4-1967 and DHE Proco.RC.No.438AB/DHE/63 dated 8-5-1967.

programme seeks to bring about desirable changes in all aspects of education."⁷⁰

It may be stated that the Extension Services Departments attempt to improve the quality of teaching through improvement of the quality of teachers by organising workshops, seminars, conferences, content courses and enabling them to conduct action research and experimental projects in different aspects of education. They try to bring about improvement in the educational standards by enabling teachers to follow latest teaching methodological techniques. Conferences and seminars of educational administrators are also arranged to effect improvement in educational administration by enabling the personnel to dig deep into the present problems of administration that present them some difficulties and attempt at the remediation of the same through group discussions and exchange of ideas and strategies of action.

Summer Institutes are being organised to improve the subject competence of the teachers of Higher Secondary Schools. Extension education is also being extended to the Collegiate level, thanks to the efforts of the University Grants Commission.

⁷⁰Buch, Loc.Cit.,

Programmes.- The Extension Services Departments attached to different Training Colleges in the State have been organising various programmes and activities annually in a planned manner such as :-

- Organising of workshops, seminars and short term courses on content, evaluation, organisation of school libraries, test-items, science-clubs, etc.
- Conducting Science-Fairs and workshops for improvising apparatuses and equipment.
- In-service education in the preparation of teaching-learning aids and instructional material; pooling of improved test-items, etc.
- Undertaking of Intensive School Improvement programmes; and encouraging Seminar Readings.
- Providing library and audio-visual services, and helping to establish Science Clubs;
- Directing experimental projects undertaken by the teachers; and evaluating them after completion.
- Publication of educational brochures and dissemination of information to the schools in their jurisdiction.
- Encouraging action research to be undertaken by teachers and institutions; etc.

Administrative Pattern.- The administrative personnel of the Extension Services should be considered at the national and the State levels. At the National level, the following administrative personnel perform different

functions and duties assigned to them:-

1. The Head of the Department of Field Services.- The Head of the Department of Field Services guides all-India activities and helps for the co-ordination of the work carried out by the different centres. The Department also organises training courses for the Co-ordinators of the Extension Services Departments. State-level conferences of Honorary Directors and Co-Ordinators and of Educational Inspectors and Administrators, Seminars of Headmasters on Intensive School Improvement Programmes etc., are organised by the Department.

2. Field Advisers.- There are Field Advisers at the Head Office to help the Head of the Department in all his activities and functions.

3. Field Officers of the Field Units.-Of late experienced educationists and administrators are being appointed as the Field Officers of the Field Units to give fillip to extension education and bring about coordination of activities in the respective regions e.g. Field Units in Andhra Pradesh and Rajasthan.

The administrative pattern at the State level has the following personnel.-

1. The Director of Higher Education.- Since the reorganisation of the Educational Directorate of Andhra Pradesh, the Extension Services Departments came to be under the direct control of the Director of Higher Education.

2. The Honorary Directors of the Extension

Services Departments.- As the Extension Service Departments are attached to the Training Colleges, the Principals of those colleges are assigned the role of the Honorary Directors of the Extension Service Departments and they have immediate administrative control over the Coordinators and other staff of the Department. They will be guiding, helping and approving the plans and programmes prepared by the Coordinators and control and administer financial transactions.

3. The Coordinators.- The Coordinators are the officers who take up day-today programmes and activities. They work under the guidance and direction of the Honorary Directors. The annual programme of activities in the beginning of the year are prepared by the advisory board consisting of experienced lecturers, Headmasters, Headmistresses, Inspectors and Inspectresses of Schools, District Educational Officers, other eminent persons interested in education and prominent teachers. The Coordinator implements the programme making necessary adjustments, if any, that may be required at the subsequent occasions.

The State Government lends the services of some experienced persons to work as the Coordinators of the Extension Services Departments. They are usually drawn from the State Educational Service and are governed by

the State Educational Service Rules and Regulations and are paid according to the UGC Scales of Pay as accepted by the State Government.

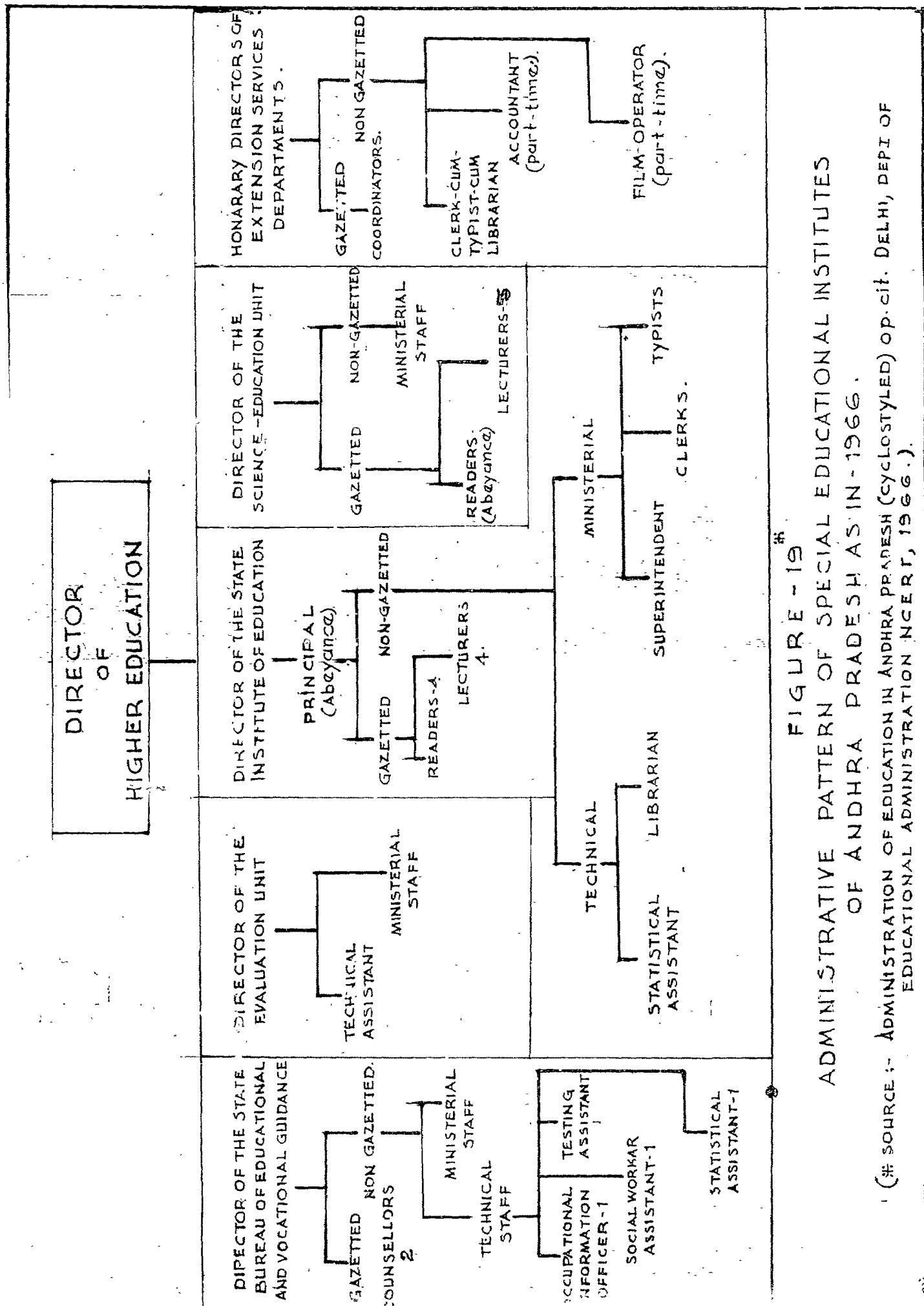
4. The Ministerial Staff.— In Ministerial Staff there is a clerk-cum-librarian to look to the routine work of the office and the Departmental library and to assist the Coordinator in arranging library services.

In addition, part-time services of the Accounts Clerk of the College and Film-Operator are availed of by the Department of the Extension Services.

(Figure 19 give the Administrative Pattern of Special Educational Institutes in Andhra Pradesh).

Thus it will be observed that the Andhra Pradesh Government has taken a great forward leap by establishing such institutes and units. This reform is ultimately to lead to the qualitative improvement of instruction through the improvement of quality of teachers.

The above narration, indicating the factual information of the five major reforms in educational administration in Andhra Pradesh introduced during the period under investigation, serves as a background for the critical appraisal reported in the next Chapter.

FIGURE - 19[#]

ADMINISTRATIVE PATTERN OF SPECIAL EDUCATIONAL INSTITUTES OF ANDHRA PRADESH AS IN-1966.

(# SOURCE :- ADMINISTRATION OF EDUCATION IN ANDHRA PRADESH (CYCLOSTYLED) op.cit. DELHI, DEPT OF EDUCATIONAL ADMINISTRATION NCERT, 1966.)

PATTERN OF EDUCATIONAL ADMINISTRATIVE SET UP
OF ANDHRA PRADESH AS IN 1966

After the detailed discussion about the reforms that have been introduced in the State of Andhra Pradesh, it is essential to review the pattern of administration of education as it existed by the end of 1966. It is described in brief below:-

1. The Education Ministry

The Education Ministry is now headed by a Minister for State, who is completely in charge of the portfolio of education. The Ministry is concerned with all types and branches of education - Primary, Secondary, Higher and University Education, Technical Education, Social Education and the like.

The Ministry is assisted in its work by the Educational Secretariate and Educational Directorates, which look after the administrative and executive sides of educational administration.

The Minister is responsible for laying down the general educational policies, preparing educational plans, introducing educational legislative measures and the like.

2. The Education Secretariate

The Educational Secretariate consists of a Secretary, Education Department, Deputy Secretaries and Assistant Secretaries. The Secretary belongs to the I.A.S.cadre.

Education Secretariate is directly subordinate to the Education Minister and superior to the different Educational Directorates. It acts more or less as a liaison office between the Ministry and the Directorates.

All orders of the Government are passed by the Secretary, Education Department on behalf of the Government. Education Secretariate is responsible for maintaining the continuity of the policies. It also controls the State Educational Service. All the proposals of the Directorates are studied by the Education Secretariate of the Education Department, before they are put up before the Minister for taking necessary action and passing final orders.

3. The Directorate of Public Instruction

The Directorate of Public Instruction is the chief executive body in carrying out the policies and administering education of Primary and Secondary levels including elementary teacher education. It is the external agency controlling all educational institutions of Government, Private and Local bodies. The Directorate is responsible for organisation, discipline, inspection, supervision and all other functions, both inspectorial and executive.

(a) Organisation at the Head Office.— The organisation at the Head Office is described below:—

1. The Director of Public Instruction is the Head of the Directorate. He is also Commissioner for Government Examinations. The post is at present declared as "equivalent in status and responsibilities to that of a Joint Secretary to Government borne on the cadre of Andhra Pradesh..." It is an additional non-cadre post in the senior ~~time~~ scale of the I.A.S.

2. The Joint Director of Public Instruction.- The Joint Director is next in order of the hierarchy in Directorate of Public Instruction, who assists the Director in carrying out various activities and functions. The post is usually filled in on the seniority basis from among the Senior Class I Officers.

3. The Deputy Directors of Public Instruction.- There are four posts of Deputy Directors of Public Instruction, who are in charge of the following:-
 (a) Personnel, (b) Primary and Secondary Education, (c) Training and (d) Finance. They are Class I Officers. The Principals of Government Colleges, the Directors of Special Educational Units and the District Educational Officers are all in the same cadre.

4. The Assistant Directors of Public Instruction.- In the Head Office there are two Assistant Directors, who are in the Gazetted cadre, and assist the concerned Deputy Directors of Public Instruction in their administrative work.

These posts are usually filled up by promoting the senior Superintendents of the Director's Office who are in the Andhra Pradesh Ministerial Service. Gazetted Inspectors of Schools, Gazetted Headmasters, Lecturers and Deputy Secretaries of Education of the Zilla Parishads are all of the common cadre in the Andhra Pradesh Educational Service.

5. Special Officers.— There are the following Special Officers attached to the Directorate:— (1) The Statistical Officer, (2) the Special Officer for the Nationalisation of Text Books, (3) the Hindi Education Officer, (4) the Special Officer for National Physical Fitness Schemes, (5) Special Officer for English, (6) the Special Officer for Mid-day Meals Scheme, and so on.

(b) Office of the Commissioner for Government Examinations.— A separate office for the Commissioner for Government Examinations is situated in Hyderabad in a separate building.

The Commissioner is assisted by the Deputy Commissioner for Government Examinations in the fair conduct of such examinations as S.S.L.C., H.S.C., M.P.H.S.C., T.P.T.C., S.G.B.T., who is also a Class I officer.

In the Commissionerate for Government Examinations there are other officers who are directly subordinate to the Deputy Commissioner and who assist the Deputy Commissioner.

1. The Secretary, Board of Secondary Education.- The Secretary is in over-all charge of the work connected with the different examinations conducted by the Government.

2. The Additional or Joint Secretaries.- The Secretary is duly assisted by the Additional or Joint Secretaries, who will be in charge of special branches of examinations like H.S.C., S.S.L.C., Multipurpose Higher Secondary Examinations or Teacher Training Examinations.

The Secretary and the Additional Secretaries are all borne on the Andhra Pradesh Education Service.

(c) District Educational Administration.- After the reorganisation of District Educational Administration in 1965, the District Educational Officers came to be under the direct control of the Director of Public Instruction and they are made to be in full charge of education in the district. The strengthened District Educational Inspectorate is attached to the District Educational Office, which will look to the inspectoral work at the rate of 40 to 50 schools per each of the Educational Inspector. The Inspectorate is completely relieved of the administrative work. If there are more than one Educational Inspector

in a district, one of them is woman officer, who inspects Girls' Schools in the district and some of the Boys' Schools, if the number of Girls' Schools fall short of the requisite quota. The District Educational Officer inspects the Educational Wing of the Zilla Parishad and the Secondary Schools and the Training Schools headed by the Gazetted Officers.

Each Revenue District which has become the Educational District after the reformation, is divided into some Ranges, which are kept in charge of a Deputy Inspector of Schools. Each Range consists of 60 Elementary Schools approximately. The inspection work in the block area is carried out by the concerned Extension Officers, Education, of the Panchayat Samithis.

The Deputy Inspectors of Schools, School Assistants, Extension Officers, Education, attached to the Panchayat Samithis, are all borne on the cadre in the Andhra Pradesh Educational Subordinate Service. Some of the non-gazetted Headmasters of High Schools also belong to the same cadre.

(d) Organisation of Schools.— There are three types of schools from view-point of management:— (i) Government Schools, (ii) Schools managed by the Panchayat Raj Administration or Municipalities, and (iii) Schools managed by the Private Educational Enterprise.

All schools in a district come under the administrative jurisdiction of the District Educational Officers except the Practising Schools attached ~~to the Government~~ to the Government Training Colleges. Private Educational Institutions, which are recognised by the Government, shall conform to the Departmental rules and regulations, irrespective of the fact whether they receive grant-in-aid or not. The Director of Public Instruction or his deputies, such as the District Educational Officers, or the Gazetted Inspectors of Schools, inspect these schools and arrange follow up programmes and see that good educational standards are maintained by them.

Some of the Government Training Institutions and Higher Secondary and Multipurpose Schools are headed by the Gazetted Headmasters. There are Boys' Schools, Girls' Schools and Mixed Schools as well. There are Primary Schools, Upper Primary Schools, Middle Schools, High Schools, Higher Secondary Schools and Multipurpose Schools at present. With the implementation of the Scheme of Integrated syllabi of ten year course of general education and two year course of pre-university education, there will be only three categories of schools, i.e. (1) Upper Primary Schools providing elementary education for seven years, (2) High Schools offering General Education of Three Year Duration, and (3) Higher Educational

Institutions offering pre-university Education of two years.

(e) Organisation of the Educational Wing of the Panchayat Raj.- With the introduction of democratic decentralisation of educational administration in the State, Zilla Parishads and Panchayat Samithis have come to assume the responsibility of administering secondary and primary education in the districts. They replaced the old district boards, which were dealing with educational administration too !

The Presidents of the Panchayat Samithis, the Block Development Officers, Extension Officers, Education, look to elementary education, being assisted by the Standing Committees at the Panchayat Samithis level. Similarly, Secondary Education is taken care of by the Chairman of the Zilla Parishad, Deputy Secretary. Education, duly assisted by the members of the Standing Committees for Education.

The District Educational Officers wield the appellate functions over the Panchayat Samithis and the Zilla Parishad Schools. They are empowered to inspect the Zilla Parishad Schools and may inspect or depute the Gazetted Inspector to inspect the Schools under the Panchayat Samithis.

However, the powers of control, discipline and transfers remained to be exercised by the Chairman of the Zilla Parishad in the case of Secondary Schools and by the Presidents of the Panchayat Samithis in the case of primary school teachers.

(Figure 20 gives Educational Administration in Andhra Pradesh as in 1966).

4. The Directorate of Higher Education

The Directorate of Higher Education came into existence from 1-10-1965 after the bifurcation of the Directorate of Public Instruction. It is endowed with the powers of administering Higher Education in the State, Public Libraries, and Special Educational Units, Bureaux and Institutes etc., It is also concerned with Teacher-education, Oriental education, Physical education and the In-service education offered by Extension Services Departments of the Department of Field Services of the National Council of Educational Research and Training, whose administrative control has been transferred to the State Government presently.

(a) Organisation of the Head Office.- The following description gives in brief the administrators at the Head Office of the Directorate under consideration.

(1) The Director of Higher Education.- The Director is the chief executive head of the Directorate of Higher

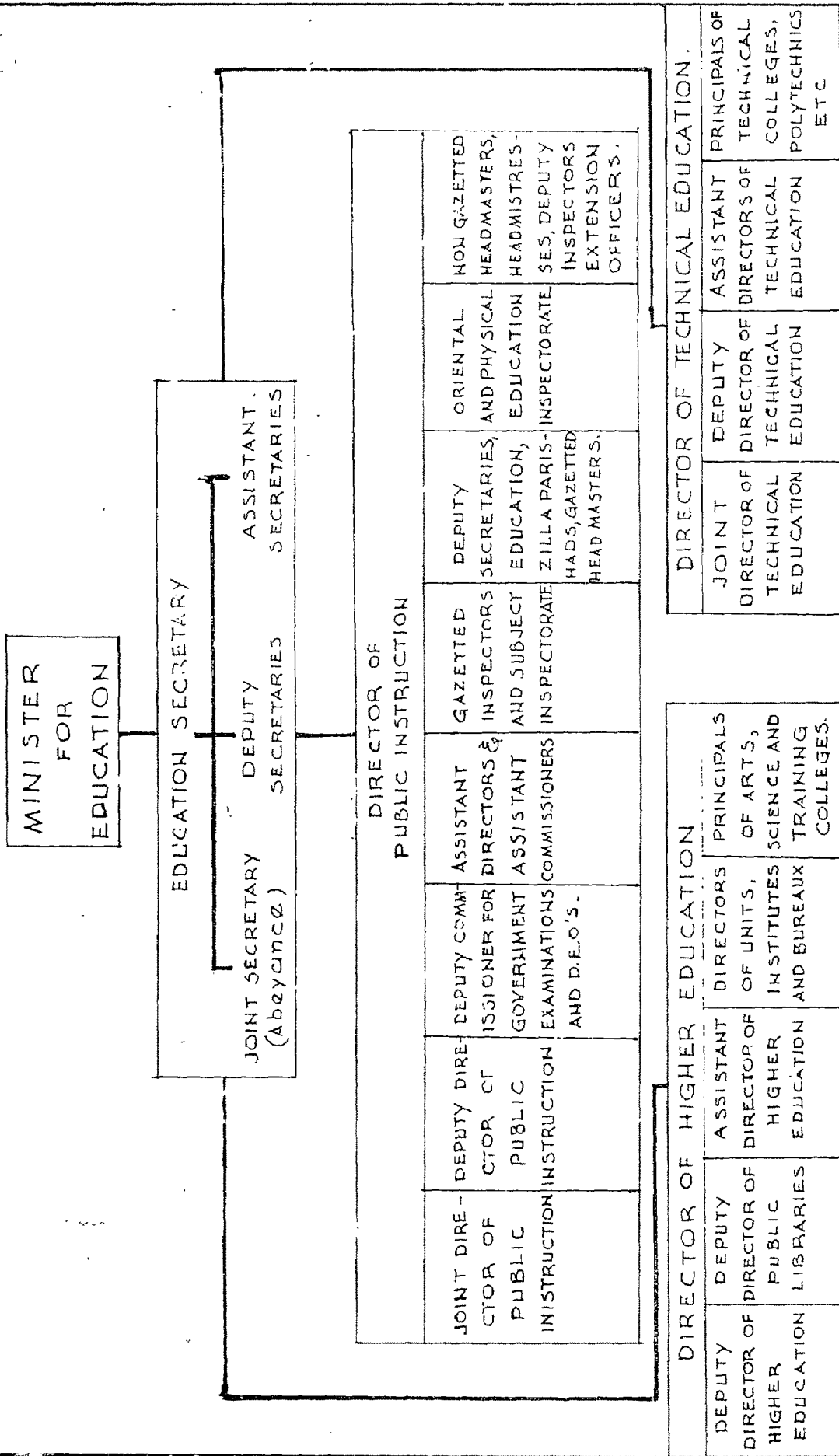


FIGURE:- 20

PATTERN OF EDUCATIONAL ADMINISTRATION IN ANDHRA PRADESH AS IN 1966.

Education, who is of the rank of the former Director of Public Instruction. He is chiefly concerned with the Collegiate Education, Oriental Education, Physical Education, Teacher Education - In-service and pre-service - Educational Research, Evaluation and the like.

(2) The Deputy Director of Higher Education.- In the Office, there is the Deputy Director, who is a Class I Officer, who assists the Director in carrying out the functions and duties. He looks to affairs pertaining to control and discipline of the personnel in the Directorate and advises him in the matters relating to administration such as transfers, promotions, disciplinary measures and so on.

(3) Assistant Directors of Higher Education.- There are two Assistant Directors in the Head Office assisting the higher officers in day-to-day administrative affairs. They belong to the State Educational Service.

(4) The Accounts Officer.- An accounts officer is also allotted to the Directorate of Higher Education to attend to the accounts and audit work of the office of the Director of Higher Education.

(Recently a Post of Deputy Director of Higher Education, Oriental Education, has been created to look to Oriental Higher Education in the State.)

(b) Organisation of Educational Institutes.- The following Institutes' and Offices are under the administrative control of the Director of Higher Education, some of which are in the same office and some others are situated in the Headquarters in separate buildings:- (i) The State Bureau of Educational and Vocational Guidance; (ii) The State Institute of Education; (iii) The State Evaluation Unit; (iv) The State Science-Education Unit; and (v) The Deputy Directorate of Public Libraries.

(However, it will be gratifying to note that subsequently in 1967 the State Government had created a separate Directorate for Public Libraries and the Director of Higher Education had been, since then, relieved of administering that subject.)

Each of the above offices is under the control of a Director, a Class I Officer, who is assisted by an adequate number of Gazetted Officers working as Readers, Lecturers, Counsellors, Psychologists, and other subordinate officers and ministerial staff members.

They carry out intensive research work in the respective fields, provide in-service education, prepare tools of evaluation and test material, publish books, brochures and bulletins etc., to improve the lot of teachers and quality of education.

(c) Organisation of Collegiate and Teacher Education. - The Directorate of Higher Education is concerned with all the educational institutes that provide Higher education in the State, Government as well as privately managed.

(i) The Arts, Science and Training Colleges. - This Director deals with the administration of education through all Arts, Science and Training Colleges of the State including the College of Physical Education and the Oriental Colleges. He is concerned with the preparation of educational plans of Higher Education and their implementation and also with the improvement of educational standards of the Collegiate level.

The personnel - both Gazetted and Non-Gazetted - of all Government Colleges are under his control. He has also his jurisdiction over the aided-private colleges - Arts, Science or Education. He inspects these educational institutions and takes all necessary steps to ensure economy and efficiency.

(2) Professional and Technical Colleges. - The Director of Higher Education is also concerned with the non-professional teaching staff of the Professional and Technical Colleges ^{who are} in his administrative control. Lecturers and Professors handling English and Science subjects are controlled by the Directorate of Higher Education.

The account given in the previous pages presented a comprehensive picture of the pattern of educational administration pertaining to education in general in the State of Andhra Pradesh upto the end of 1966. The period between 1956-66 represents the first decade of the new State. This study had confined itself to this period which is very significant in the history of development of Andhra Pradesh.

SUMMARY

The purpose of this chapter which forms the nucleus of the study, has been to make a clear-cut description of the attempts made at reforming the educational administration at the national level in general and those of Andhra Pradesh in particular. It is attempted to give out the factual information about the reformation effected in Andhra Pradesh during 1956 to 1966, in greater details, being the problem under investigation.

Initially, it has been attempted to trace out, in this chapter, the educational reforms on all-India level. Then attempts for reforming educational administration made at the national level have been presented. Next, educational-administrative changes effected in Andhra Pradesh, (1956-66), have been enumerated as to the origin and background, importance and pattern. The major reforms

within the study are:- Democratic Decentralisation of Educational Administration, Reorganisation of District Educational Administration, Reorganisation of District Educational Inspectorate, Bifurcation of Directorate of Public Instruction and Establishment of Special Educational Bureaux, Units and Institutes. Finally the educational-administrative set up in Andhra Pradesh as it stood in 1966, at the end of the period of this investigation, has been elaborately presented.

With this detailed background of the Reforms introduced in the field of Educational Administration in Andhra Pradesh during 1956-1966, it is possible, now, to switch-over to the appraisal aspect of the reforms in the next chapter with correct and critical outlook.
