

PART TWO

ADMINISTRATIVE AND ORGANISATIONAL PRACTICES

CHAPTER III

THE ADMINISTRATIVE SET-UP AND EDUCATIONAL POLICIES

	Page
1. Education Code.....	87
2. Administrative Machinery	87
3. Re-organisation of Administrative Set-up...	90
4. Democratic Decentralisation of Educational Administration in Andhra Pradesh.....	95
5. Transfers & Promotions.	98
6. Other Difficulties.....	103
7. Joint Staff Council.....	104
8. Educational Officers Views.	106
9. Student Body.	119
10. Pupil Teacher Ratio.....	122
11. Cost of Education.	125
12. Wastage in Education.	127
13. Free Universal & Compulsory Elementary (Basic) Education.	130
14. Retirement Age of Teachers.	133
15. Non-Basic Classes in Basic Schools.	138
16. Orienting Traditional Elementary Schools to Basic Pattern.	141
17. The Attitude of Administrators to Basic Education.	142
18. Summary.	144

CHAPTER III

THE ADMINISTRATIVE SET UP AND EDUCATIONAL POLICIES

Give us good administration and we shall
give you good Basic education.*

Assessment Committee

Policy Making:-

Education in India is a state subject and the state governments develop their own policies without getting into conflict with the federal policies. The educational policies are decided by the Ministry of Education and approved by the Legislative Assembly and Council of Andhra Pradesh. The Director of Public Instruction is consulted before formulating the educational policies by the Secretariat of the Minister for Education.

Shri V.P.Raghavachary, Member of the State Legislative Council made a plea in his presidential address to the second conference of the Warangal District branch of the State Teachers' Union, on March 22, 1962, that the Teachers Unions should be consulted while formulating the educational policy and that the Teachers Unions also should develop their academic stature to meet this challenge.

From the history of Basic education in Andhra Pradesh already narrated, it is clear that the erstwhile Hyderabad state had a standing Special Committee on Basic education to advise the Government on the details of the policies with regard to the practice of Basic education. It appears that the Andhra Government did not have any such committee. In Andhra Pradesh no such special committee was formed to advise and guide the Government in its implementation of the policy of Basic Education.

* Report of the Assessment Committee on Basic Education,
New Delhi: Ministry of Education and Scientific
Research, 1957. P.25.

Education Code:-

The educational policies of the state governments are embodied in the education codes. After the reorganisation of states on linguistic basis the new states have to redraft the the education code. From a resolution of the State Council of the State Teachers' Union, Andhra Pradesh it appears that the Andhra Pradesh State had not so far redrafted the code.¹ The state government has from time to time explained its policies, including the details of practice of Basic education, through orders and circulars and so the need has arisen for consolidating them and codifying them in proper form. The policies of government regarding compulsory primary education, facilities for the education of the backward classes, salary scales of teachers, conditions of service, women's education, audio-visual aids, literacy drive, pre-primary education, conditions for recognition of schools for government aid, nationalisation of text-books, curricula, examination boards, and other administrative policies affect Basic education directly or indirectly. So, the same require to be clearly put into a redrafted code, which should be revised from time to time.

ADMINISTRATIVE MACHINERY

Good administrative machinery is necessary for the efficient implementation of the Basic system of education or any other scheme. The fifth All India Basic Education Conference held at Sevagram from 28th February to 5th March 1951 recommended that the administrative set up should be based on the principles of co-operation and democracy, which form the basis of the new social order Basic education purports to evolve.² The importance of an efficient administrative

¹The Deccan Chronicle, 25th May 1962.

²Report of the Seventh All India Basic Education Conference, Sevagram, Hindustani Talimi Sangh, 1952. P.36.

machinery cannot be over emphasised in view of the opinions expressed about the present administration. It was felt that our administrators did not have clear understanding of its (Basic education) concept and implications. Administrators were not genuinely interested or conversant with Basic Education.³

Dr. Zakir Hussain, President of this Seminar stated that the administrators did not take the real educational objectives and process as a serious matter.⁴ The Assessment Committee clearly stated:

We have already stated and we repeat it now, we had the distressing experience of seeing Basic education being slowed down, misdirected and retarded, due entirely to Basic education being organised under the wrong administrative set up. Though the ideological battle for Basic education has been more or less won as a matter of educational policy, it is our experience that educational authorities with some conspicuous exceptions do not either fully understand the practical implications of the new system or what is worse, they do not understand the same.⁵

After examining the criticism about the present administrative machinery in general in India in relation to Basic education, an examination of the administrative set up and its functioning has been made in the following pages.

As per the Reports on Public Instruction, published by the Office of the Directorate of Public Instruction every year the following appears to be the administrative set up and its functions:

<u>Officer</u>	<u>Duties</u>
1. Director of Public Instruction	Execution of Government policy and administration of Education Department Inspection.

³ Speech made by Shri K.G. Saidian, Secretary, Union Education Ministry, at the Seminar held from 30th April to 2nd May 1956 at New Delhi.

⁴ Ibid.

⁵ Report of the Assessment Committee on Basic Education,
New Delhi: Ministry of Education, 1956, P.27.

<u>Officer</u>	<u>Duties</u>
2. Joint Director of Public Instruction.	Helps the Director of Public Instruction in the discharge of his duties.
3. Deputy Directors of Public Instruction.	Helps the Director of Public Instruction in Administration and inspection of inspectorates. One Deputy Director of Public Instruction is in charge of Basic education and Teacher Education.
4. Assistant Directors of Public Instruction.	Helps the Deputy Directors and Director of Public Instruction in administration of the office.
5. Regional Deputy Directors of Public Instruction. (Now these posts are not existing)	Five in number each in charge of about four political districts. To assist the Director of Public Instruction and to supervise the work of the District Educational Officers.
6. District Educational Officers.	In charge of school education in an educational district.
7. Inspectors of Schools (Deputies, Senior and Junior)	Assist the District Educational Officers in the discharge of their duties and more concerned with Basic and Elementary Education.

Since the main responsibility of running the school education was with the Zilla Parishads (County Councils) and the Panchayat Samithis (Borough Councils) it was relevant to explain the administrative set up under these organisations:

1. Chairman, Zilla Parishad:	Responsible for running the school education, especially Middle and Secondary stages.
2. Secretary, Zilla Parishad:	Principal executive Officers of the Zilla Parishad.
3. Deputy Secretary (Education)	Helps the Secretary in look-after the educational activities of the Zilla Parishad.

4. Chairman, Panchayat Samithi: Responsible for running the elementary schools including Basic schools.
5. Block Development Officer. Principal executive Officer of the Panchayat Samithi.
6. Extension Officer(Education). Helps the Block Development Officer in looking after the Elementary and Basic school Education, and specially concerned with the supervision of Elementary & Basic Schools.

The Office of the Commissioner for Government Examinations conducts the Basic Training Schools examinations, Deputy Inspectors tests, besides many other examinations relevant to other stages, of Education. The Director of Public Instruction was the ex-officio Commissioner for Government Examinations and he was assisted by a Deputy Commissioner and Assistant Commissioners.

Reorganisation of Administrative Set-up:-

At the time of starting this investigation there were twenty revenue and twenty nine educational districts. Later the number of educational districts was raised to thirty nine by bifurcating the eight revenue districts in Telangana and two other districts in Andhra region. But as per the G.O.Ms. No.1630 dated 10th June 1965 there was a significant reorganisation of educational administration at the district level in Andhra Pradesh, on the proposals of the Director of Public Instruction, who felt the necessity for fixing Revenue District as jurisdiction for a District Educational Officer for purposes of planning and Development and for separation of **Inspection** from Administration and to tone up academic standards in secondary and Training Schools.

The set up of Education Department below the State level, before this reorganisation, was of conventional type. There were thirty nine offices of the District Educational Officers in the entire state established on the basis of about 50 to 60 secondary schools in an educational district. For this purpose revenue districts were bifurcated for educational

purposes. There were five offices of the Regional Deputy Directors of Public Instruction. The correspondence between the Director of Public Instruction and the Deputy Educational Officers was routed through the Regional Deputy Directors. All the inspecting officers have both the inspection and administrative functions. The arduous nature of administrative functions was proving to be detrimental to academic inspection and follow up programmes for improving the academic life of the schools.

Further the regional set up over the district set up was giving cause for administrative delays. Unless administrative functions were separated from inspection functions and the existing administrative machinery at the regional and the district levels was reorganised on revenue district basis, it would not be possible to rise to the tasks of smooth and effective educational planning and implementation. For this purpose, the Government in the order cited above decided to keep only one office for educational administration for each revenue district and the District Educational Officer was made the head of this office. The ~~Dist.~~ Educational Officers' rank was raised to that of the Regional Deputy Director and as per G.O.No.2533, Education dated 21st September 1965 powers were delegated to them to dispose of all normal administration connected with elementary (including Basic) and Secondary schools upto the district level and also to exercise appellate functions over Panchayat Samithis and Zilla Parishads. The special powers given to the upgraded Deputy Educational Officers also relate to the creation or continuation of posts in anticipation of government sanction, renting buildings for schools or offices, sanctioning tour programmes and T.A. bills, sanctioning money for repairs of buildings, or additions and alterations, sanctioning pension and gratuity, appointment of trained graduate teachers, permitting teachers to act as invigilators, granting permission to pursue higher courses by teachers, sanctioning grants-in-aid for the elementary schools, setting

right anomalies in promotion of students to higher classes, and suspension or dismissal of teachers and students for misbehaviour. Armed with such enhanced powers the District Educational Officer of the new cadre (Class I) was expected to render all technical help in educational planning and implementation in the District and Block within the revenue district. Attached to his office there were a few gazetted Inspectors of Schools of the former Deputy Educational Officers ran (Class II) one for every 40 to 50 Secondary Schools. One of them will be a woman officer. These Inspectors of Schools were required to pay surprise visits to schools including Elementary and Basic schools and midday meals centres in addition to their regular function of inspection of the secondary schools. The Government felt that this exclusive function of inspection and surprise visits with follow up programmes would tone up the standards of the secondary and elementary schools in the district under all managements.

The Deputy Educational Officer whose function was mainly administrative, would inspect institutions headed by gazetted officers and will pay surprise visits to the schools. He was expected to inspect the educational wing of the Zilla Parishad. He or a Gazetted Inspector deputed by him will inspect the educational wing of the Panchayat Samithi. The main advantages of the scheme of reorganisation were as follows:-

1. Elimination of administrative delays to a large extent.
2. Organised and uninterrupted inspection of secondary and training schools and follow up programmes to tone up academic standards.
3. Disposal of all administration matters (except matters of policy and procedural changes) pertaining to Elementary, Secondary and Training Schools at the District level.
4. Collection of correct statistical data required for purposes of planning etc. according to time schedule.

5. Facility for correct budgetting and appropriation of expenditure.⁶

In the new set up there were twenty one offices of the District Educational Officers i.e. two 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 nineteen revenue districts. This reorganisation was ordered for implementation with effect from 1-7-1965. The Government Order cited above clearly stated that this reorganisation was based on the principle of separation of Inspection from administration and so administrative work should not be entrusted to Inspecting Officers.

Yet another reorganisation of educational administration in Andhra Pradesh had taken place by bifurcating the school education and higher education and placing the two under different directors.⁷ While the Director of Public Instruction looked after the Primary, Basic, Secondary and Elementary(Basic) Teacher Education, the Director of Higher Education looked after the Arts and Science Colleges, Secondary Training Colleges, Public Libraries and will also act as Commissioner for Government examinations. The Deccan Chronicle editorially commented against this bifurcation saying:

Efficiency of a large and expanding department like Public Instruction does not depend on multiplicity of offices, creation of new posts and increasing establishment charges. It could be promoted by wisely re-arranging the different branches and placing each under officers who have considerable practical experience in teaching and administration.⁸

⁶G.O.Ms.No.1630 dated 10th June 1965.

⁷The Deccan Chronicle, 19th July, 1st August, 1st September, 1st October 1965.

⁸The Deccan Chronicle, 20th July 1965.

The Chronicle also pointed out that the officers who had actually sweated and toiled in the districts did not get benefitted in such reorganisations and appealed to the Secretary to Government, Education Department by name to stop this bifurcation. It stated that collegiate education could form a wing of the Directorate of Public Instruction.⁹

But Shri V.P.Raghavachary, Member of Legislative Council wrote two letters to the Chief Minister of Andhra Pradesh on 17th and 22nd July 1965 opposing the move of this bifurcation:

We can not virtually divide Primary, Secondary and Collegiate education into water tight compartments even from the administrative point of view. While each stage of education is a terminal stage and is therefore a unit in itself, each lower stage is also a preparatory stage for the next higher stage of education and co-ordination between one stage and the other becomes absolutely necessary.¹⁰

Technical education and Social education were already not under the purview of the Director of Public Instruction.

Shri Raghavachary also criticised that it was surprising how the Government was thinking of bringing under the purview of the Director of Higher Education, the responsibility of conducting the Secondary School Leaving Certificate Examinations.¹¹ The Secretary of the State Teachers' Union Shri D.Rajanna also appealed to the government to stay the bifurcation till the results of the recent reorganisations of educational administration were known. He said that the question of bifurcation was not recommended by the Andhra Pradesh Educational Conference held in September 1964 in which the Vice-Chancellors, educational experts and high officials of the Education Department participated. He demanded that the responsibility of conducting Government examinations should be entrusted to a separate and independent

⁹The Deccan Chronicle, 19th July 1965.

¹⁰Ibid.

¹¹Shri Raghavachary, V.P. Bifucation of Education, Department undesirable, Medhavi, August 1965. Pp.29 & 30.

board. This bifurcation would not benefit the school teachers qualified to enter college service through departmental channels.¹²

The Leader of the Opposition in the Andhra Pradesh, Legislative Assembly, Shri P.Venkateswarlu also criticised the bifurcation of the Directorate of Public Instruction saying that the University Grants Commission did not want such separate directorates. The Assembly was not consulted before the Government took this decision.¹³ In spite of such opposition the Government went on with its project of bifurcation of the Directorate of Public Instruction in October 1965 and the results have to be watched. This bifurcation affects the preparation of Basic teachers as the Training School examinations were controlled and conducted by the Director of Higher Education in his capacity as the Commissioner for Government examinations. It was also to be seen how effectively the Directorate of Public Instruction will influence Basic educational practices without exercising full control on Basic Teacher Education.

DEMOCRATIC DECENTRALISATION OF EDUCATIONAL ADMINISTRATION IN ANDHRA PRADESH

Before the two types of reorganisation of educational administration discussed above took place a change of management of education was effected as part of a general programme of democratic decentralisation of administration; which was inaugurated by the Prime Minister of India late Shri Jawaharlal Nehru on 1-11-1959.

¹² Rajanna, D. Bifurcation of Education Department Undesirable, Medhavi, August, 1965. P.30 & 31.

¹³ The Deccan Chronicle, 1st August 1965.

Under the education programme in the Blocks, the Panchayat Samithis have been made responsible for implementation of elementary education including social education which includes management of Government and aided elementary and higher elementary schools, establishment of adult literacy centres, conversion of elementary schools into basic schools, and providing education to children upto the age of 14 years. ... The Zilla Parishads have been entrusted with the establishment, maintenance and expansion of secondary, vocational and industrial schools. With a view to enabling the Panchayat Samithis and Zilla Parishads to organise the education programmes efficiently, at the Zilla Parishad level a Deputy Secretary for Education is appointed while in each Samithi, one Deputy Inspector of Schools is appointed (Extension officer Education)¹⁴

The Samithi also took over the midday meals programme, and it was said that this programme and the general standard of education marked a uniform improvement, as claimed by the Information and Public Relations Ministry:

As a result of transfer of administration and maintenance of schools to the local institutions, there has been effective supervision in the conduct of classes by teachers which brought about a remarkable improvement in the enrolment of students in schools and also in the attendance of children in the schools.¹⁵

This improvement is claimed inspite of several criticisms against the functioning of the local bodies, which will be discussed briefly in the following pages.

Democracy and decentralisation are undoubtedly wonderful things and on the face of it, vesting Zilla Parishads with responsibility of running junior high schools in their respective areas admirably serve the purpose of both..... While theoretically few can quarrel with the notion that local bodies should be given control of local schools, one has to first ask whether the local bodies concerned are capable of discharging the job of running them..... The District Boards, which preceded the Zilla Parishads, were known to be cockpits of rural politics and the exclusive preserves of rural bosses and until now there has been hardly any indication that the Zilla Parishads are any different.¹⁶

¹⁴Government by the People, Hyderabad:
Department of Information and Public Relations,
Government of Andhra Pradesh, 1961. P.26.

¹⁵Ibid P.28.

¹⁶The Hindustan Standard, 2nd July 1965.

Shri Telakapalle Viswanatha Sarma suggested that the management of educational institutions should not be vested either with the Government or Missionary organisations. He felt that an independent national educational organisation should take the responsibility of running the Schools.¹⁷

Shri V.P.Raghavachary while giving the Presidential address to the Fourth Karimnagar District Teachers Conference on 10th February 1964 referred to the Hyderabad resolution of the Executive of the Andhra Branch of All India Primary Teachers' Federation that the Central Government should take the complete responsibility of running Elementary education and said that though this slogan attracted some primary school teachers, it was not feasible. He was of the opinion that it was not desirable to give the control of Primary Education to Delhi, when even the State Government could not handle it satisfactorily. He felt that the party politics in the Zilla Parishads and Panchayat Samithis was responsible for such a resolution. But the local bodies were unable to contribute to the field of education, as they were busy with many other development activities. So, the solution lies in the establishment of 'school boards' like in U.S.A., as these could be representative, democratic and powerful statutory bodies for handling educational problems.¹⁸

Shri M.Satyanarayana suggested that the local bodies should be given powers over educational institutions only to cover the construction and repair of school buildings, grants-in-aid, Midday meals, helping implementation of compulsory primary education, supervision over schools, expansion of schools, scholarships, and pay ment of salaries to the school teachers. At the same time he pleaded against giving to local bodies the power of transferring teachers.¹⁹

¹⁷ Shri Sarma, T.V., 'Who should run the schools', Medhavi IV-II, February 1964. P.13.

¹⁸ Shri Raghavachary, V.P. Presidential Address to the Fourth Conference of the Karimnagar District Teachers, Medhavi, March 1964. Pp.13 & 19.

¹⁹ Shri Satyanarayana, M. 'Rural Schools and Local Bodies' Medhavi, February 1964.

Transfers and Promotions:-

However, as per the G.O.No.Ms.1175 P & L.A. dated 3rd December 1958 the transfers of Elementary and Junior Basic teachers within the district from one Panchayat Samithi to another could be ordered by the President of the Panchayat Samithi in which they were working in consultation with the President of the other Panchayat Samithi to which they were proposed to be transferred. In the case of transfer from a Panchayat Samithi to a Government school in non-Panchayat Samithi Block, the District Educational Officer could transfer in consultation with the President, Panchayat Samithi concerned. The Chairman Zilla Parishad could transfer non-Government teachers in consultation with the President of the Panchayat Samithi from a Panchayat Samithi to a school under the Zilla Parishad in Non-Samithi area. In case of transfers outside the District, the Chairman, Zilla Parishad, could effect transfers in consultation with the President of Panchayat Samithi concerned within his District and the Chairman of the Zilla Parishad of the District to which the candidate wishes to go on mutual transfer.

Again as per Government Memo No.133 H2/60-8 dated 9th December 1960 the Director of Public Instruction was informed that his suggestion to effect transfers of teachers in Elementary (Basic) schools by the Block Development Officer concerned, in consultation with the Deputy Inspector of Schools was approved. Consequently the Director of Public Instruction was requested to issue necessary instructions to all concerned.

As per the Memo No.177/Prog.V/P & LA/60-4, dated 5th January 1961 it was ordered that while effecting transfers, it should be seen that teachers possessing the qualifications prescribed for the post only were transferred. If however qualified teachers were not available, it was suggested that less qualified teachers may be appointed on lower scale as purely a temporary measure.

It was notified in the Government Memo No.1872/Prog. I/62-3, dated 22nd August 1960 that the promotions of trained

graduate teachers would be made by the Director of Public Instruction and gazetted promotions would be effected by the Government. If the Director of Public Instruction informed the Zilla Parishad that these were no qualified teachers to be promoted against any vacancy, it was open to the Zilla Parishad to fill it by fresh appointment as per rules.

In another Government Memo No.45/Prog.VI/60-13, dated 7th January 1961, it was ordered that transfers should be limited mostly to cases in which promotions were involved and in case the Zilla Parishad schools were affected the D.O. correspondence should be routed through the Chairman, Zilla Parishad concerned.

In the Government Memo No.723/Prog.V/P&LA/61-2, dated 17th April 1961 it was made clear that mutual consultation between the Chairmen, Zilla Parishads and Presidents, Panchayat Samithis concerned should take place if the transfers were affecting the schools under their jurisdiction. It was also ordered that normally there should be no transfers in the middle of the academic year unless on extra-ordinary grounds or on mutual request or promotion. The Elementary schools or Basic schools maintained under old District Boards and now under Zilla Parishads should be handed over to the Panchayat Samithis.

In his D.O. letter No.158-Estt.V/62-I, dated 29th September 1962, Dr.M.Chenna Reddy, Minister for Planning and Panchayat Raj, Hyderabad, addressed to all the Chairmen, Zilla Parishads, and Presidents of Panchayat Samithis expressed that teachers were transferred quite often and at times in large numbers for consideration mostly other than administration. This was a matter of great concern either during the discussions or during question time on the floor of both houses of legislature. He maintained that such things threw a bad reflection on the tone and tenor of the administration in the Panchayat Raj institutions. He wanted categorically that the transfers of teachers should not be effected after 15th June, after the academic year starts;

to maintain continuity and stability of the studies in the school. It will also help the teachers in making arrangements for their own children. Teachers may not be disturbed repeatedly to start with atleast for a period of two years. If any cases of transfers on administrative and disciplinary reasons came up, the Minister wanted a note on such cases with the difficult circumstances prompting that action so as to equip himself to defend such action on the floor of the Assembly or Council in future.

When things were so clear and definite with regard to the Government policy of transfers of teachers, there was abundance of evidence to show that the powers given to the local bodies were used excessively.

It was reported by a commentator that in one of the Samithis even hundred transfers took place within two and a half month's time, while the total number of teachers in that Samithi was only two hundred. It was said that this could take place as the rival cliques in the villages could influence the Samithi authorities to effect transfers and also to cancel the same whenever the rival leaders brought pressure on them. It appears in another Samithi the headmaster has been transferred as he did not allow the village leaders to interfere with the school administration, collect money unlawfully from the teachers, and misappropriate the backward class students scholarships. In another Samithi the teachers were reported to have been transferred as they participated in the Teachers Union elections, which the local leaders did not like. It was reported that the teacher thus transferred was working in a Government school and the Chairman of the Zilla Parishad could get him transferred to a school 200 miles away, with the alleged support of a Minister.²⁰

²⁰ Pandhodu, 'Administration under Panchayat Raj and Transfers of Teachers', Medhavi I-III, October, 1960. Pp.26 & 27.

It was reported that a Science graduate teacher of Manokondur School (Karimnagar District) was transferred to a far off town of Mustabad. The teacher represented his difficulties to the authorities of the Zilla Parishad. But the Chairman and the Secretary were reported to have **abused** the teachers in general using very bad language and as a protest to this the teacher resigned his job. It appears that this was a second resignation of this nature. Formerly another teacher from Hayatnagar Panchayat Samithi also was reported to have resigned his job, in protest to the behaviour of the President of the Samithi.²¹

Another criticism was made on the floor of the Andhra Pradesh Legislative Council by Shri V.P. Baghavacharya when he accused the Minister for Planning and Panchayat Raj that the consent of the teachers concerned was not taken before transferring them. But the Minister denied the need to take the consent of the teachers, though the consent of the Chairmen and Presidents of the Parishads and Samithis was essential. He also raised the question that in case the teachers were transferred from one management to the other their seniority was affected. The Minister assured to safeguard the teachers against this.²²

It is certain beyond doubt that the powers to transfer the school teachers have been misused by the Chairmen of Zilla Parishad and Presidents of Panchayat Samithis and this factor has led to the resignations of teachers, questions in the houses of the legislature and finally writing a D.O. letter by the Planning and Panchayat Raj Minister to all the Chairmen and Presidents, besides representations to authorities and public criticism in the press. The village leaders should realise that by interfering with the functions of the teachers they were

²¹ Ibid. P.41.

²² Questions in the Legislative Council, Medhavi, Vol-III-V & VI, May & June 1963. Pp.26 & 27.

harming their own children, as the teachers were diverted from their vocation and the ultimate social objectives of education could not be realised. Frequent transfers result in frequent changes in the sequence of work in schools and time tables. With the change of teachers there will be change in the methods of teaching in schools. The teacher pupil rapport is often broken. It is better if the new rulers change their attitude towards this question.

The commentator referred to before made a recommendation that a committee consisting of two elected representatives of teachers, one President of the Village Panchayat, the President of the Panchayat Samithi, Deputy Inspector of School and the Block Development Officer, should make recommendations for transfers every year in the month of April or during summer vacation. The committee might meet once again in October for making any minor adjustments of staffing. Teachers should not be transferred within five years and the recommendations of the local leaders should not be taken on their face value. These committees must have statutory status by amending the Panchayat Raj Act and should be constituted both at the Samithi and Parishad levels.²³

Another difficulty the teachers are facing has been revealed in an interview granted by the Director of Public Instruction, Government of Andhra Pradesh to the representatives of the State Teachers Union, on 6th April 1962. It was represented that the Panchayat samithis and Zilla Parishads were directly recruiting teachers from the open market, without giving promotions to the higher grades to the qualified inservice teachers. This interview also revealed that some Headmasters of Middle and Senior Basic Schools were not given the duty allowance with effect from 1-11-1958 according to

²³Pandhodu, 'Administration under Panchayat Raj and Transfers of Teachers', Medhavi, Vol.I-III, October, 1960. Pp.27 & 28.

the G.O.No.2508, and it was represented that the Government Order should be applied to Schools which were pay bill centres and which run centre classes.²⁴

Other Difficulties:-

There was a general complaint that the Headmaster of a Primary or Basic school was overburdened with official correspondence with higher offices, in claiming salaries of the teachers, increments, arrears of pay, maintenance of the service books etc. Most of the Headmasters of the Primary or Basic schools were not paid any allowance for the office work they do. The Headmaster or other teachers have to go round the higher offices to get their increments, pay bills sanctioned and to get entries in the service books.²⁵

All these difficulties have been dramatically described in a short story written by Smt. Sreeram Radha Rani. The heroine of the story is a lady teacher in a remote village and one day she gets a call to the head office to explain her conduct within twenty four hours. But on arriving at the office she had to wait for long time due to absence of clerk and finally she was told that the letter was posted to her wrongly. Then she enquires about her pay bill, which was time barred due to delay in the higher offices. The clerk concerned indirectly makes her foot the bill for tea and promises to do the needful. Then the peon also offers to do his bit in getting the bill sanctioned and extends his hand for a tip.²⁶

²⁴Minute of the interview, 'Immediate problems facing Teachers', Medhavi, Vol.II-5, May 1962. Pp.30 to 32.

²⁵Shri Satyanarayana,M. 'Rural Schools and Local Bodies' Medhavi, Vol.IV-2, February 1964. P.22.

²⁶Smt.Radha Rani S. 'Our Offices', Medhavi Vol.III-IV, April 1963. Pp.27 & 28.

One of the reasons for the delay in sanctioning the pay bills might be the delay in getting the grants by the Samithis.²⁷

Shri G. Janardana Reddy, President State Teachers' Union, Manthani Samithi in a letter to the Editor stated that the school masters and mistresses^{es} were not happy in the schools under the purview of the Zilla Parishads and Samithis, due to delays in payment of salaries, frequent transfers, interference in their work which spoils the relations between the teachers and the village leaders. The criticism of the village leaders that the teachers were unwilling to work in villages might be true to some extent. But most of the schools were run under the trees or in huts without roof. Children were not sent to schools and teachers were living in cattle sheds. Adequate number of teachers were not posted to schools and teachers were expected to prepare midday meals, without enjoying any allowance for the same. The correspondent stated that the teachers were expected to dance to the tune of village leaders. They had to spend money from their petty salaries for travelling to the central schools. He agreed with the editorial of the Deccan Chronicle of 10th November 1964 in which the paper said that the teachers felt safe in the hands of the central government and this was a matter which called for an investigation into the system of administration of education by local bodies.²⁸

Joint Staff Councils:-

In order to relieve the teachers of such difficulties the Government in its Memo No. 8642/Prog./V/P&LA/61-8, dated 20th September 1961 authorised the Director of Public Instruction that staff councils of the Zilla Parishads level

²⁷ Shri Satyanarayana M. 'Rural Schools and Local Bodies' Op.Cit. P.22.

²⁸ Shri Janardana Reddy G. Letter on 'Samithi and Parishad Schools, The Deccan Chronicle, 14th November 1964.

might be formed to discuss problems relating to teachers working under the Zilla Parishads and Panchayat Samithis. Later the District Joint Staff Councils were set up originally through the G.O.Ms.No.938 General Administration, dated 18th August 1964 modifying the G.O.Ms.No.585, dated 15th May 1961 through which the Joint Staff Council was set up by Government only at state level with effect from 1st July 1961 to secure closer co-operation between the state as employer and its staff at non-gazetted levels, to promote welfare of such employees and to provide machinery for examination and conciliation of grievances etc. The Joint Staff Council served as a forum for free and frank exchange of views between the representatives of the service associations as well as of those from the Government side and has paved the way for appreciating the view points of each other better. In the light of the experience gained on the working of the Joint Staff Council at the state level, it was felt that there was need to constitute more Councils at lower levels. So, it was decided to constitute District Joint Staff Councils with effect from 1st September 1964.

It was a matter of great appreciation that the Government took steps to constitute Staff Councils at the Zilla Parishad and Panchayat Samithi levels for Education Department alone in 1961 even before the Joint Staff Councils were constituted for all the Departments in 1964. It was expected that the difficulties of teachers discussed so far would be solved through the staff councils thus constituted.

Giving the inaugural address on 22nd March 1962 to the Warangal District Teachers Conference held at Janagama the Law Minister Shri P.V.Narasimha Rao remarked that when-ever changes were brought about in administration the employees would inevitably face certain difficulties. The Government was aware of the same and doing its best to solve the same.²⁹

²⁹ Shri Narasimha Rao, P.V. 'Inaugural Address to the Warangal District Teachers Conference'- 22nd March 1962. Medhavi, Vol.II-4, April 1962. P.26.

Giving the valedictory address on 3rd February 1964 to the Fourth Conference of the Karimnagar District Teachers Shri P.V.G.Raju, Education Minister felt that the handing over of Education to the Panchayat Raj bodies was done in haste. But this has been done and so he said that we should try to remove these difficulties. He assured that the Government was examining this issue.³⁰

Educational Officers Views:-

The Educational Officers were requested to comment on the effect of democratic decentralisation on the practice of Basic education. Many (41%) Inspectors were of the opinion that there was no special effect of this administrative reform on Basic Education. If at all there was any, it would be on the whole field of education or elementary education and so it had very little to do with Basic education.

Some of them felt that the decay of Basic education was not due to the administrative changes. The usual programme of conversion of traditional schools into Basic pattern was going on according to the targets fixed.

The opinion of 22 per cent of the Inspectors was hopeful and felt that the democratic decentralisation and Basic education go hand in hand and certain principles like co-operation and training for leadership dissemination of news, self-rule were common to both the decentralised democratic administration could be made successful through Basic education which should be nurtured by the former. They also felt that public co-operation was forthcoming for the introduction of simple crafts in schools and due to the increasing public contact with Basic schools more donations were being collected for erecting or additions or alterations of school.

³⁰ Shri Raju, P.V.G. 'Valedictory Address to the Fourth Conference of Karimnagar District Teachers', Medhavi, Vol.IV-III, March 1964. P.26.

Eighteen per cent of them felt that the effect of the democratic decentralisation of educational administration on Basic education was adverse, as the public co-operation expected was not forthcoming for its speedy implementation. Still the public oppose the manual labour gardening or Cotton craft aspect of Basic education and there was interference from the parents and community members, instead of taking positive interest. This kind of atmosphere took away the life of Basic education. The new administration also was not providing necessary funds for equipping the Basic schools. Improper appointments of teachers and their numerous transfers, inexperienced inspectorate, absence of central authority were all contributing to the sure and steady down fall of Basic education. There was no way out unless a self-effacing President of Samithi and a sincere Block Development Officer helped the officials of the Education Department in the implementation of Basic education programmes.

Four per cent of the Inspectors stated that in the new democratic set up every one seemed to have a voice, but no one came forward to join hands to do some solid work, The teachers were not afraid of the superior officers, as they were not discharging their legitimate duties towards Basic education.

Due to the above considerations the representatives of teachers in the Andhra Pradesh Legislative Council moved three resolutions in the Council on 6th November 1965 for removing the control of the Panchayat Raj Institutions on Educational institutions as separation of technical control from organisational control had proved to be a myth and had now been exploded. Those who had administrative powers over education could not but have a strong say and indirectly affected its technical and policy matters therefore at the functional level, education had become a political tool.

QUANTITATIVE DESCRIPTION OF BASIC SCHOOLS

After having explained the administrative set up and the policies regarding the administration, it is proposed to examine the policy of the Government in providing Basic education first by showing how the Basic schools were distributed in several ways.

Number of Basic Schools:-

The tables No.1, 7 and 9 give an idea of how the number of Basic schools has been increasing in the Andhra and the Telangana regions. In the following table the dispersion of the number of Basic schools regionwise and stage wise is shown.

TABLE 16
REGIONWISE AND STAGEWISE DISTRIBUTION OF BASIC SCHOOLS

Region	Single teacher Junior Basic Schools	Plural teacher Junior Basic Schools	Senior Basic Schools	Total
Coastal Andhra	302	1,283	134	1,719
Rayalaseema	172	443	32	647
Telangana	-	430	229	659
Andhra Pradesh	474	2,156	395	3,025

From an examination of the figures in the above table it appears that a considerable number of single teacher schools also were converted into the Basic pattern in the coastal Andhra region while the policy in the Telangana region was not to convert the single teacher schools. This significant difference was due to the different policies adopted by the erstwhile

Andhra and Hyderabad Governments and even after the formation of the Andhra Pradesh state this trend continued. Naturally the bulk of the Basic schools remained in the plural teacher Junior Basic sector. Senior Basic Schools were very few. When this table is read with Table 9 under the history of Basic education in Andhra Pradesh, it looks as though all the Junior Basic schools could not be converted automatically into the Basic pattern, due to difficulties best known to the Government. But barring the single teacher schools, where ever the plural teacher Junior Basic Schools were functioning, the Government could easily adopt the policy of upgrading the same to the Senior Basic stage, to keep the integral nature of this system of education. It is interesting to note that out of 37,388* primary schools only 2,630 and out of 1,749* middle schools (there must be middle sections in the 1,652* high or higher secondary schools) only 395 could be converted to Basic pattern for the past quarter of a century or more. This clearly indicated that the rate of conversion of traditional elementary schools into Basic system was very slow or more expansion could not be possible due to various other reasons.

TABLE 17**

DISTRIBUTION OF THE SCHOOLS ACCORDING TO MANAGEMENT

Management	(%)			
	Single teacher schools	Plural teacher schools	Senior Basic schools	Total
Government	0.07	3.52	0.86	4.45
Zilla Parishad	1.76	6.07	8.14	15.96
Panchayat Samithi	13.96	52.15	1.07	67.18
Municipal Board	0.34	4.27	0.04	5.03
Aided	0.45	5.34	1.59	7.38
Total	16.53	71.35	12.07	

* Source: Educational Facilities in the Districts of Andhra, Hyderabad: Director of Printing, Government of Andhra Pradesh, 1964. P.1.

** Source: Directorate of Public Instruction, Andhra Pradesh.

As seen from the Tables 16 and 17 the majority of the Basic schools were plural teacher Junior Basic schools, constituting 71.35 per cent. The policy appears to be to start more Junior Basic schools under the management of Panchayat Samithis and more Senior Basic Schools under the Zilla Parishads. A majority of 67.18 per cent of the schools were under the Panchayat Samithi and so the administration of Basic education by these bodies, would go a long way in determining the success or failure of this system of education. The percentage of schools under Government, Municipal Board or private management ranges from 4 to 8 and so the influence of these managements is almost negligible. Most of the private schools were distributed over the Coastal Andhra and Rayalaseema areas. Between 1956-57, and 1959-60 the Government took over a number of aided schools which were not functioning well.

TABLE 18*

AIDED SCHOOLS ACCORDING TO THE TYPE OF MANAGEMENT

Type of management	(%)			
	Single teacher schools	Plural teacher schools	Senior Basic schools	Total
Registered trusts	-	15.13	-	15.13
Registered societies	4.62	16.39	2.52	23.53
Private body	0.42	19.33	11.34	31.09
Individual	1.68	17.23	2.52	21.43
Teacher managed	0.42	6.72	1.68	8.82
Total	7.14	74.80	18.06	100.00

* Source: Directorate of Public Instruction, Andhra Pradesh.

Out of the 7.38 per cent of the private aided schools in the entire state, a majority of the 74.79 per cent of them were plural teacher schools. A maximum of 31.09 per cent of the schools were managed by private bodies and the teacher managed schools were the minimum constituting only 8.82 per cent. No private aided schools existed in Telangana and no encouragement of Basic education in private sector is entirely an Andhra feature.

TABLE 19*

SCHOOLS HAVING MANAGING BODIES OR ADVISORY COMMITTEES

Type of school	Schools with managing bodies	Schools having neither managing bodies nor advi- sory committees	(%)
			Total
Plural teacher Junior Basic	45.90	44.92	90.82
Senior Basic	8.20	0.98	9.18 6
Total	54.10	45.90	100.00

The above figures pertain to only the private aided schools in the Andhra and Rayalaseema regions and it was found that no schools had advisory committees. A majority of 54.10 per cent of schools out of which 45.70 per cent were Plural Teacher Junior Basic Schools had managing bodies, under the grants-in-aid rules.

* Source: Directorate of Public Instruction,
Andhra Pradesh.

TABLE 20*

SCHOOLS ACCORDING TO STATUS OF RECOGNITION

Type of school	(%)		
	Permanent recognition	Temporary recognition	Total
Single teacher Junior Basic	7.10	9.33	16.43
Plural Teacher Junior Basic	69.25	3.27	72.53
Senior Basic	10.69	0.35	11.04
Total	87.05	12.95	100.00

A majority of 87.05 schools acquired permanent recognition and the rest only temporary recognition under the Grants-in-aid Rules. The 12.95 per cent of schools might be new ones kept under observation of the Inspectorate and when they get the certificate of satisfactory working by the Inspectors, they would be recognised.

TABLE 21*

SCHOOLS INTENDED FOR DIFFERENT COMMUNITIES

Community	(%)			
	Single Teacher Schools	Plural Teacher Schools	Senior Basic Schools	Total
Scheduled castes.	0.96	2.48	-	3.44
Scheduled tribes	0.03	0.13	-	0.16
Backward Classes	0.20	0.10	-	0.30
Others	14.42	70.57	11.11	96.10
Total	15.61	73.28	11.11	100.00

* Source: Directorate of Public Instruction, Andhra Pradesh.

Only about five per cent of the Basic schools have been specially started for the special classes of people scheduled castes, tribes or Backward classes and a majority of 96.10 per cent of schools were intended for children of all communities. This reveals that the policy of the Government was to provide schools for special communities wherever these communities were in a majority and this was a very progressive measure in a welfare state.

TABLE 22*

THE SCHOOLS LOCATED IN RURAL AND URBAN AREAS

	(%)		
Type of school	Rural	Urban	Total
Single Teacher Junior Basic Schools	15.11	0.50	15.61
Plural Teacher Junior Basic Schools.	64.19	9.09	73.28
Senior Basic Schools	8.99	2.12	11.11
Total	88.29	11.71	100.00

It was an interesting to note that a majority of 88.29 per cent of the schools are situated in the rural areas and that is why Basic education got the rural character. But the criticism that Basic education was meant for rural areas only was disproved by the policy of the Andhra Pradesh Government which adopted this pattern in 11.71 per cent of the urban schools also. Gradually the percentage of schools of this type in urban areas should increase to prove the composite character of the Basic pattern.

* Director of Public Instruction, Andhra Pradesh.

Frequency distribution of Sampled Schools
according to their age.

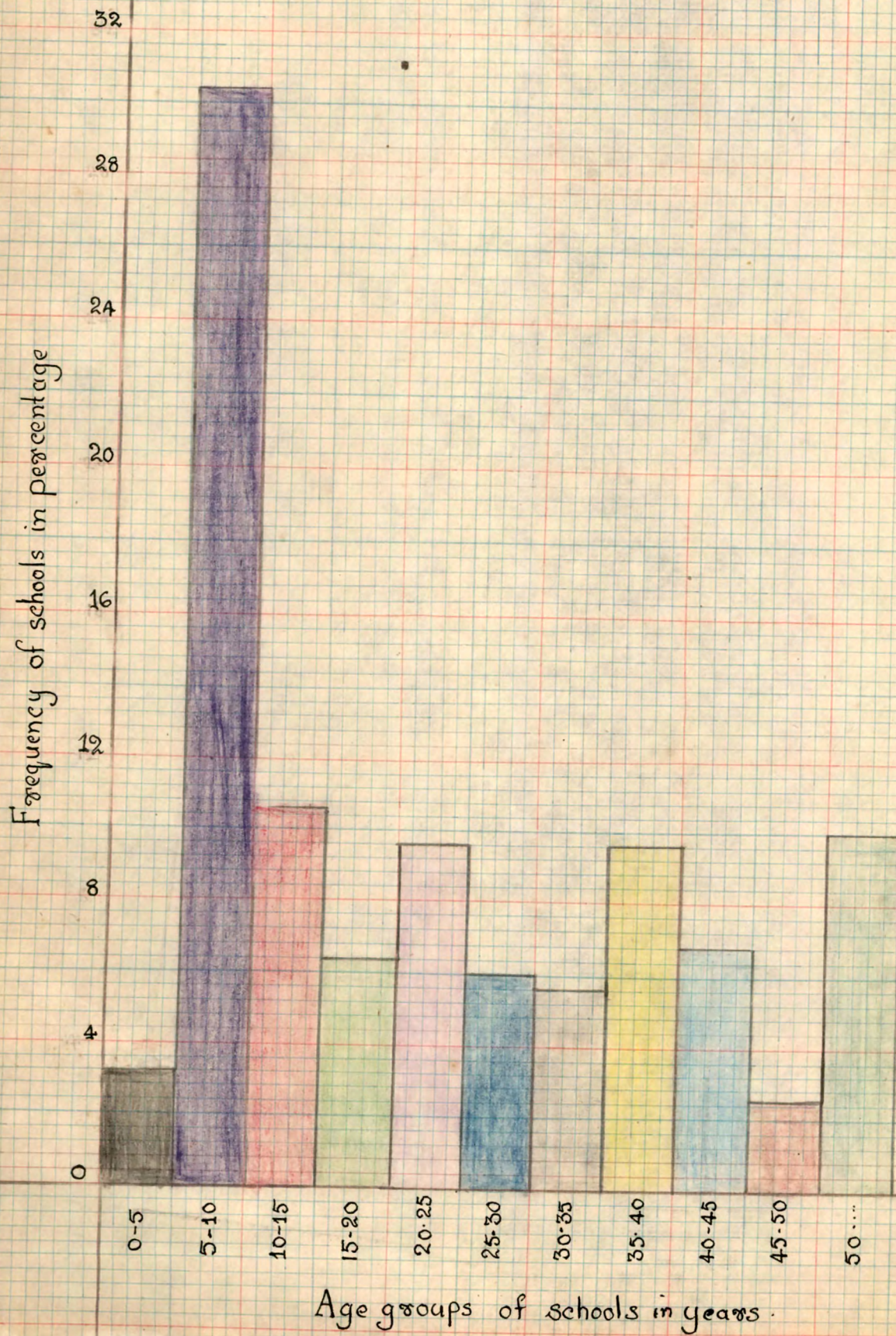


TABLE 23

BASIC SCHOOLS ACCORDING TO THEIR AGE
(AS CALCULATED FROM THE DATE OF ESTABLISHMENT)

Range in years	Andhra	Rayalaseema	Telangana	Total
0 - 5	3.7	4.4	-	3.2
5 - 10	36.10	33.3	5.9	30.3
10 - 15	2.8	8.9	33.2	10.6
15 - 20	1.9	11.1	14.7	6.4
20 - 25	9.3	6.7	14.7	9.6
25 - 30	7.4	2.2	5.9	5.9
30 - 35	4.6	6.7	5.9	5.3
35 - 40	13.9	6.7	-	9.6
40 - 45	4.6	13.3	2.9	6.4
45 - 50	4.6	-	-	2.6
50 and above	11.1	6.7	11.8	10.1

Most of the schools in the state were in the age range of 6 to 15 years and very few schools existed in the intervals ranging from 16 to 50. This was mostly true to Andhra and Rayalaseema while in Telangana most of the schools came in the age group of 11 - 25. This included the Basic and non-Basic life of the institutions. The age of Basic education itself is about 30 years and about 66 per cent of the schools were within 30 years of age. From succeeding table 24 it was clear that 44.8 per cent of the schools started as Basic schools.

TABLE 24
SCHOOLS ACCORDING TO THEIR AGE AS NON-BASIC SCHOOLS

	(%)			
Age in years	Andhra	Rayalaseema	Telangana	Total
Started as a Basic School	48.8	44.7	32.5	44.8
1 - 5	4.9	10.6	22.5	9.5
6 - 10	2.4	4.3	22.5	6.7
11 - 15	3.2	6.4	5.0	4.3
16 - 20	6.5	6.4	5.0	6.2
21 - 25	8.1	4.3	2.5	6.2
26 - 30	6.5	6.4	2.5	5.7
31 - 35	3.2	4.2	-	2.9
36 - 40	5.7	6.4	2.5	5.2
41 - 45	0.9	-	-	0.9
46 - 50	4.1	2.0	-	2.9
50 and above	5.7	4.3	5.0	5.2

From the above table it could be seen that as many as 44.8 per cent of the schools have started as Basic schools and out of the remaining 56 per cent of the schools a majority of them were within ten years of age at the time of their conversion into Basic pattern. This was in perfect agreement with the previous table which showed that the Basic and non-Basic life of a majority of these institutions was within 30 years.

TABLE 25
SCHOOLS ACCORDING TO THEIR AGE AS BASIC SCHOOLS

(%)				
Age range in years	Andhra	Rayalaseema	Telangana	Total
1 - 5	17.6	16.7	6.3	15.6
6 - 10	67.2	62.5	75.0	67.3
11 - 15	14.3	10.4	15.6	13.6
16 - 20	0.9	10.4	3.1	3.5

The above table showed that a majority of the Basic Schools had a standing of 6 to 10 years and this trend was almost on a par with the state average of 67.3 per cent in Andhra and Rayalaseema. But in Telangana 75 per cent of the schools were in this age range and this figure was above the state average. From this it appears that about 67 per cent of the schools were started between 1956 to 1960 roughly corresponding to the second five year plan period and in the neighbourhood of states reorganisation. So it could be concluded that this experiment was given an opportunity to be tried out on a mass scale only in the second five year plan. The percentage of schools in the age range 16 to 20 was only 3.5 and the opportunity of studying schools where this experiment was carried over a number of years was very much narrowed down.

From a reading of the three preceding tables together it appears that the Government of Andhra Pradesh and its predecessors adopted the policy of selecting recently started schools or new schools to try this experiment and in a majority of the schools the experiment is only 6 to 10 years old.

TABLE 26
SCHOOLS ACCORDING TO THE POPULATION
OF THE VILLAGES IN WHICH THEY ARE
SITUATED

	(%)			
Range of village population	Andhra	Rayalaseema	Telangana	Total
Below 500	18.04	31.62	-	17.39
501 - 1000	21.86	24.92	-	19.65
1001 - 2000	27.80	18.95	18.95	22.13
2001 - 5000	21.78	14.96	38.83	23.90
5001 -10000	10.52	8.00	19.95	10.69
10000 and above	-	7.55	22.27	6.34

The figures in the above table showed that very small number of Basic schools were started in villages having less than 500 population and this corroborates with the recent findings of the Programme Evaluation Organisation of the Planning Commission of India to the effect that village with less than 500 population have not been provided with schools. The policy of the Government appears to be to start more Basic schools in villages with less than 5000 population. This again corroborates well with the data in table 22 wherein it could be found that 88.29 per cent of the schools were situated in the rural areas. Only 6.34 per cent of the schools exist in big villages or towns with more than 10,000 population. This again confirmed that the policy of the Government was to encourage Basic education more in rural areas.

TABLE 27

SCHOOLS ACCORDING TO THE VILLAGES WITH
DIFFERENT SCHOOL GOING POPULATION

Range of school going population	(%)			
	Andhra	Rayalaseema	Telangana	Total
Below 50	19.2	13.64	0.23	4.7
51 - 100	11.77	37.12	0.23	18.37
101 - 200	20.79	15.96	11.64	20.08
201 - 500	33.63	21.51	25.58	30.52
501 - 1000	16.28	9.40	9.40	15.73
1000 and above	6.51	2.37	18.60	10.95

A majority of the schools were started in villages having school going population ranging from 51 to 500 and very few Basic schools existed in places obtaining below 50 or above 1000 children of school going age. This was in tune with the previous tables showing the distribution of schools according to village population.

So, far the policy of the Government in providing Basic schools according to region, management, community, rural and urban, size of the village, school going population and standing of the schools as traditional and Basic has been discussed. This will serve as a background for the study of student body in the succeeding pages.

C. STUDENT BODY

In this section an attempt was made to study the different aspects of the student body - enrolment, daily attendance, communities from which they came, rural and urban distribution of students, size of the class and pupil teacher ratio to get a clear picture of the clientele of basic schools.

TABLE 28
ENROLMENT AND AVERAGE DAILY ATTENDANCE OF
STUDENTS SEX-WISE

Type of School	Enrolment		Average daily attendance	
	Boys	Girls	Boys	Girls
Single Teacher Basic schools	60.90	39.10	63.41	36.59
Plural Teacher Junior Basic Schools	60.92	39.08	62.07	37.93
Senior Basic Schools	72.23	27.77	73.58	26.42

The above table showed the break up in percentages the number of about 14,40,000 scholars enrolled in the different types of Basic schools, as already shown in the Table 10, under Chapter II the historical development of Basic education in Andhra Pradesh. The figures indicated that the enrolment of boys was disproportionately higher than the enrolment of girls and it is more pronounced at the Senior Basic stage. There was a steady decline in the enrolment and attendance of girls and the decline was too sharp at the Senior Basic stage. This called for special measures on the part of the Government to provide adequate facilities for the education of girls in the rural areas.

TABLE 29*
SCHOLARS ACCORDING TO COMMUNITY

Community	Single teacher school			Plural teacher school			Senior Basic school		
	B	G	T	B	G	T	B	G	T
Scheduled caste	10.41	7.88	18.30	7.03	4.59	11.62	6.97	2.13	9.15
Scheduled tribes	1.26	0.63	1.39	0.58	0.30	0.88	0.45	0.08	0.53
Backward communities	32.31	20.17	52.48	29.72	18.14	47.86	36.95	12.95	49.90
Others	16.80	10.54	27.34	23.48	16.17	39.65	27.26	13.17	40.43

This table had a relevance to the Table 21 which showed the schools provided for different castes, tribes, classes and others. Even though the percentage of schools provided for Backward classes was only 0.30 (Table 21) from this table it could be seen that 49.90 per cent of the scholars constituting a majority were studying in the schools. It was clear that more number of Backward class students were studying in schools provided for other communities, which constitute a majority of 96.10 per cent (Table 21). But strangely the scholars coming from other communities constitute only 40.43 per cent as against 49.90 per cent of the Backward class scholars. This trend was very progressive and speaks of the general levelling up of the lot of Backward classes in the country probably after independence.

*Source: Directorate of Public Instruction, Andhra Pradesh.

TABLE 30*

BOYS AND GIRLS COMING FROM RURAL AREAS

(%)		
Type of schools	Boys	Girls
Single Teacher Junior Basic Schools.	61.46	38.54
Plural Teacher Junior Basic Schools.	59.29	40.71
Senior Basic Schools.	74.83	25.17

This table supported the data in table 28 in more detail with regard to the position in the rural areas. Hence, the observations made under table 28 were relevant here also.

TABLE 31

AVERAGE SIZE OF THE CLASS

Class	Boys	Girls	Total	Strength of each section
1	37	27	64	41
2	23	15	38	32
3	24	11	35	28
4	24	9	33	27
5	25	7	32	25
6	45	15	60	41
7	32	11	43	34
8	24	7	31	29

* Source: Directorate of Public Instruction, Andhra Pradesh.

This table also supported the inferences drawn on the basis of the data of the tables 28 and 30. It is interesting to note that the average enrolment of the girls was lower than that of boys, and the size of the classes and sections in respect of boys and more in respect of girls was steadily falling from 1st to 5 classes and suddenly there was a uniform rise at the 6th class. This explained the clear cut division of Basic school education into Junior and Senior Basic stages and the non-provision of sufficient number of Senior Basic schools at all places. Otherwise the steady downward trend might have continued till the 8th class. Even though there was sudden rise in the size of classes at the 6th class stage again the size comes down to the 5th class level at the 8th class. It again showed the steady decline in the school and class strength due to drop outs or non-provision of facilities for complete education. The strength in sections ranged from an average of 25 to 41 and the problem of numbers was being faced at the 1st and 6th class levels, the beginning classes of the Junior and Basic schools, respectively. So, there was a need to equip the teachers of these classes with techniques of handling larger classes.

Pupil Teacher Ratio:-

While the size of the classes ranged from 25 to 41 students the following table from a study conducted by the State Institute of Education, Andhra Pradesh, gives an idea of pupil-teacher ratio. The figures quoted are from three districts East Godavary (Andhra) Nellore (Rayalaseema) and Hyderabad (Telangana) and they represent the three different regions:-

TABLE 32*

PUPIL TEACHER RATIO IN PRIMARY AND
MIDDLE SCHOOLS IN ANDHRA PRADESH

Particulars	Hyderabad District	Nellore District	East Godavary District
<u>Primary(Junior Basic) Schools</u>			
Number of schools where pupil-teacher ratio is less than forty.	750	1149	1434
Number of schools where pupil-teacher ratio is more than forty.	265	1614	803
<u>Middle (Senior Basic) Schools</u>			
Number of schools where pupil-teacher ratio is less than forty.	78	266	134
Number of schools where pupil-teacher ratio is more than forty.	2	32	64

Condition appeared to be bright in Andhra region as the number of schools with pupil-teacher ratio of less than forty was more in the East Godavary District and the condition needed improvement in Rayalaseema as in Nellore district the

* A note on Pupil-Teacher Ratio, Hyderabad: State
Institute of Education, Mimeographed Publication.
September 1965. P.2.

number of schools with pupil-teacher ratio more than forty appeared to be larger, as far as the primary (Junior basic) schools are concerned. In the case of middle schools (Senior basic) the condition was uniformly brighter and more so in Rayalaseema, as more number of schools with less than forty pupil-teacher ratio were in existence.

In a monograph published by the Education Commission, Government of India, it was stated that the pupil-teacher ratio at the Junior Primary (Junior Basic) education was 36, while at the Senior Primary (Senior Basic) education it was 26 in Andhra Pradesh.³¹ There may be some cases of having 60 to 70 students in a section, but this is not a uniform tendency.

The study referred to above assumed that 40:1 pupil-teacher ratio was acceptable. But Shri M. Satyanarayana said that the system of providing the number of teachers according to the number of students, without taking the number of classes he had to teach, was not in order. According to the present trend if a school with five classes has a strength of 120 students it got three teachers. But practically it was difficult for these three teachers to handle five classes efficiently. They can not cover the courses and books. Atleast four teachers are necessary and the idea that the pupil-teacher ratio of 40:1 was ideal, was not correct.³² On an average if the teacher worked for 5 periods a day, he taught 200 students and in case home assignment was given to all he had to correct more than 1000 note books in a week.

³¹Task force on Educational Finance: Monograph No.III
Financing of Education in India, New Delhi:
 A Tentative Education Commission, Government of India,
 1965. Pp.57-58.

³²Shri Satyanarayana, M. Rural Schools and Local Boards.
Op. Cit. P.21.

D. COST OF EDUCATION

The over all expenditure on Primary education in the state works out to Rs.6,42,50,3000 out of which Rs.1,20,88,700 was given as grants to local bodies for primary education, (both Basic and non-Basic) and Rs.74,31,5000 was spent directly on Basic education (excluding Basic schools under local bodies.³³ The Task Force on Educational Finance of the Education Commission gave the following figures regarding the cost of Primary Education in Andhra Pradesh:

TABLE 33*

COST OF PRIMARY(BASIC) EDUCATION

Particulars	(%)	
	Junior Primary (Basic) Education	Senior Primary (Basic) Education
Percentage of expenditure on Teachers' Salaries to total expenditure.	91.1	80.9
Average annual salary per teacher.	938.2	1,007.6
Average annual cost per pupil	28.4	47.1

The above data has to be read with the data presented in tables 5, 8 and 14 in the second chapter on the Development of Basic Education. They show the cost position in Coastal Andhra and Telangana before re-organisation of states and in Andhra Pradesh up to 1960-61. The annual cost of education per pupil had increased from the lowest rate of 22.3 reported

³³ Report of the Special Committee for Basic Education, Andhra Pradesh, Hyderabad: Education Department, Andhra Pradesh, 1961. P.175.

*Source: Task Force on Educational Finance: Op.Cit. Pp.57-58.

in 1954-55 to 32.42 in 1960-61 and 47.1 in the case of Senior Basic schools. This showed that gradually more and more educational facilities were being provided in terms of pupil ~~ENRICH~~ even though the general price index was also moving high steadily, and this had its influence on the cost of education.

A picture of the typical school budget can be had from a study conducted by Miss Mumtaz Wasiulla Hussaini.

TABLE 34*

BUDGET FOR VARIOUS PRACTICES OF BASIC SCHOOLS

Sl.No.	Item	Range in ruppees	
		From	To
1.	Craft work	8	200
2.	Library services	7	150
3.	Printing and binding	4	50
4.	Games and sports	40	60
5.	Postage	5	50
6.	Livery of Peons	15	59
7.	House rent and taxes	1	1,752
8.	Stationery	9	200
9.	Repairs to furniture	40	40
10.	Sanitation	285	285
11.	Scholarships	42.75	1,279
12.	Community expenses	1,000	1,000
13.	Prizes	21	25

* Miss Wasiulla Hussaini, M. An Investigation in-to the Practical Work Programmes in the Basic Schools, with Special Reference to Community Activities. Unpublished M.Ed. thesis, 1963. Hyderabad, Osmania University Pp.62-64.

The actual amount sanctioned to each school depended upon its size. However the above ranges show that the allotments to each item of expenditure was not sufficient. From a discussion on 9th December 1961 in the Legislative Council of Andhra Pradesh, it was revealed that even the grants for teachers salaries were released to the local bodies in instalments and that too in insufficient amounts. Even though pay commissions recommended revision of pay scales, and merger of D.A. with basic pay, implementation of the revision took time due to delay in taking administrative decision as to whether the Local Administration or the Education Department should operate the budget in the case of teachers transferred to the Zilla Parishads and Panchayat Samithis.³⁴

Speaking at Visakhapatnam on February 8, 1959 at the Joint Conference of the District Teachers Guild and District Headmasters Association of Sreekakulam and Visakhapatnam, Shri K. Brahmananda Reddy, the then Finance Minister expressed the difficulties of financing education in the state. There was not much scope for getting money from private donors. It was, therefore necessary to appoint Grants Commission for School Education at the State level on the lines of the University Grants Commission.³⁵

But so far no Grants Commission for School Education came into existence.

E. WASTAGE IN EDUCATION

From the tables 2 and 11 in chapter II under the Development of Basic education and tables 28 and 30 in this chapter it could be seen that wastage in Basic education

³⁴Budget discussion of 9th December 1961 in the Legislative Council, Medhavi, II-I, January 1962. Pp.6-8

³⁵The Hindu, February 10, 1959.

though less compared to Primary education, was progressively increasing from class to class, more in third class and very sharply in the case of girls, especially in rural areas.

The transfer rate from primary to secondary education as quoted by the Task Force on Educational Finance mentioned before was 84.6 per cent in the case of boys and 74.3 per cent in the case of girls.* These figures also showed that the rate of wastage was more in the case of girls. The State Institute of Education, Andhra Pradesh, Hyderabad conducted a Sample Study in which the percentages of drop outs and repeaters were calculated with reference to the total strength of each class.

TABLE 35**

WASTAGE AND STAGNATION IN PRIMARY EDUCATION

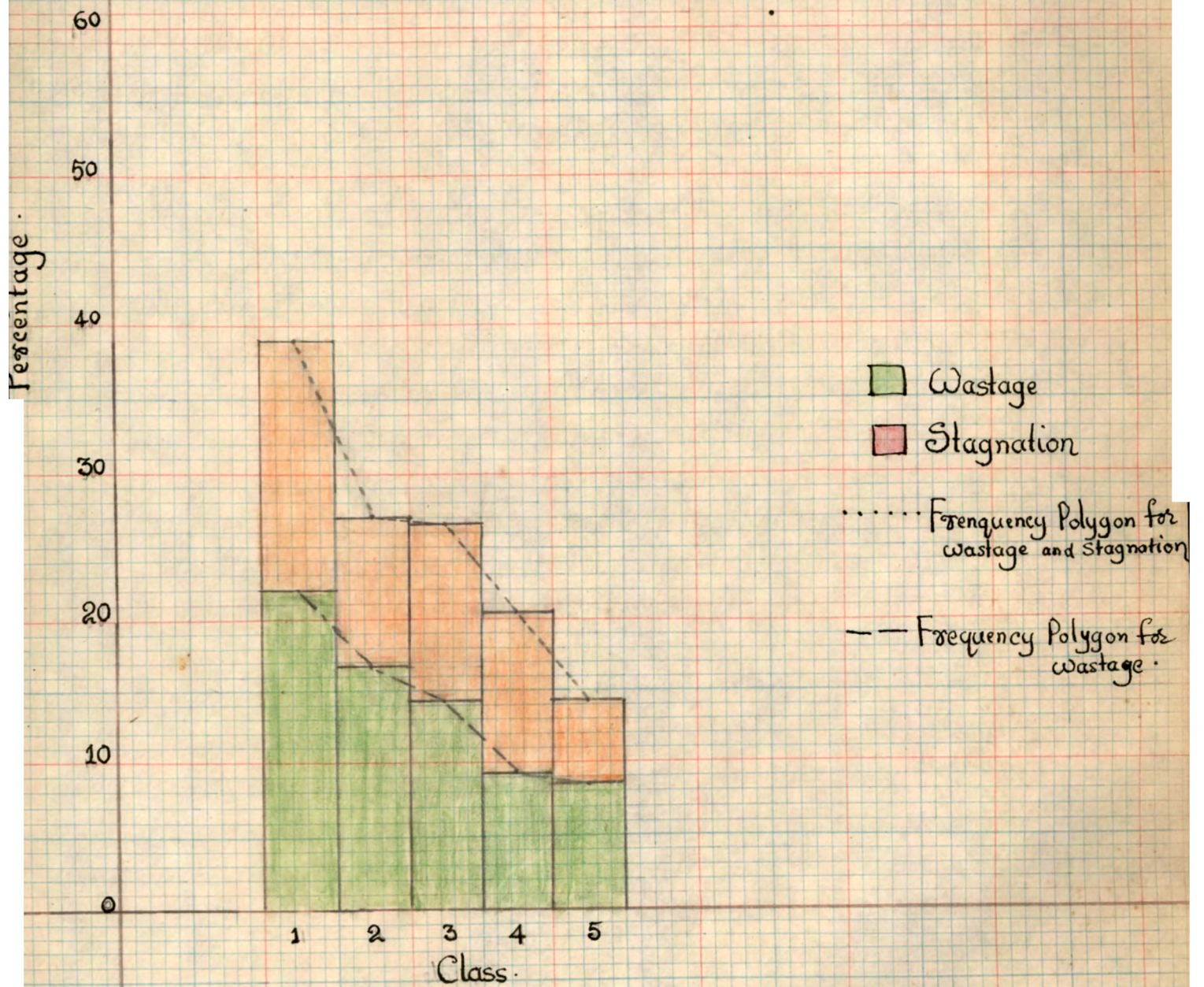
Class	(%)	
	Stagnation	Wastage
1	17.1	22.1
2	10.2	16.7
3	12.1	14.4
4	11.1	9.3
5	5.8	8.5

The study concluded that in urban schools stagnation increases

* Financing of Education in India, Task Force on Educational Finance. Op. Cit. P.61.

* Source: A Sample Study of Stagnation and Wastage in a Few Urban and Rural Primary Schools, August 1965. Hyderabad: State Institute of Education, P.10.

Percentage-Wastage and Stagnation in Primary Education



from classes 1 to 5, and in rural schools however, stagnation decreases from classes 1 to 5. Wastage on the other hand decreases from classes 1 to 5 in both urban and rural schools.³⁶

The fact that the problem of stagnation and wastage was engaging the attention of the Government was clear from a press statement of Shri L.Bullayya, the then Director of Public Instruction, on the even of the Andhra Pradesh Educational Conference on 23rd and 24th October 1964. He said that though incentives of scholarships mid-day meals and books were provided and Rs.22 crores were spent on various educational schemes the returns were not beyond 30 per cent, due to large scale dropping out of the students. Though they might see hundred students in the first class the number was generally reduced to 25 in the fourth or fifth class. The penal provisions of the compulsory education acts were not invoked.³⁷

An attempt has been made in this study to examine the enrolment figures in July 1962 and March 1963 to find out the percentage of increase or decrease in class strength.

TABLE 36
INCREASE AND DECREASE OF ENROLMENT

Class	(%)		
	Boys	Girls	Total
1	Plus 11.4	Plus 10.7	Plus 11.0
2	" 2.4	" .8	" 1.7
3	Minus .43	" 4.1	" 1.2
4	" 2.1	Minus 3.8	Minus 2.6
5	Plus 4.3	" 3.3	Plus 2.0
6	" 4.7	Plus 3.1	" 4.4
7	Minus 5.6	Minus 6.0	Minus 5.7
8	Plus 1.4	" 6.4	" 0.25

³⁶Ibid P.3.

³⁷The Deccan Chronicle, 21st October 1964.

The table 36 showed that generally drop outs start from class III and in the case of girls the drop outs were steady upto the class VIII, with an increase at the VII class stage in the case of both boys and girls.

F. FREE UNIVERSAL & COMPULSORY ELEMENTARY(BASIC)EDUCATION

The wastage in Basic Elementary education could have been eliminated in case the scheme of universal free and compulsory education was successfully implemented. This scheme was introduced in Andhra Pradesh with effect from the academic year 1961-62 with the objective of bringing 75 per cent of the children in the age group 6 - 11 to the school in the third plan period.³⁸

In order to complete the compulsory education programme in Andhra Pradesh by 1963 an outlay of 27 crores would be required. There was dearth of trained hands and so more training institutions should be opened. The scales of pay were increased to attract young men to the profession. A sum of Rs.4/- lakhs was allotted for mid-day meals programme. The central government was approached for financial assistance, as the state could not bear this expenditure.

Shri S.B.P.Pattabhi Rama Rao, Minister for Education in a statement on the eve of the Compulsory Education week celebrations from 17th to 23rd June, 1961 announced that the Compulsory Education Act would be brought into force with effect from the academic year 1961-62. He said that an additional 28,000 teachers were required to teach sixteen lakhs of additional children during the third five year plan period. The Panchayat Samithis were given the full responsibility of enforcing compulsory education in the state. In non-Samithi areas the Zilla Parishads, Municipalities or the Government would do the needful. Special attention was to be given for the

³⁸ A Sample Study of Stagnation and Wastage in Few Urban and Rural Primary Schools, Op. Cit. P.1.

enrolment of girls and backward class children. Simultaneously grants for the school improvement and mid-day meals etc. were made.*

There were news paper reports of the celebration of Compulsory Education week between 17th^{and}/25th June.

At the instance of the Ministry of Education, Government of India National Seminars of Compulsory Primary Education were conducted every year. The first seminar took place at Delhi in 1961, the second at Pachmarhi in May 1962, the third at Hyderabad in 1963, the fourth at Bangalore in 1964, the fifth at Taradevi in 1955 and the sixth at Kodaicanal in May 1966.

By the end of the second plan period only 2,975 lakhs of boys and girls of 6 - 11 age group in the state had been brought to school and this constituted only 63.6 per cent of the total population and Andhra Pradesh occupied the seventh place in the progress of compulsory education in the country. In the case of providing educational facilities for the age group 11 - 14 Andhra Pradesh occupied twelfth position. It was planned to bring only 84.5 per cent of the children of this age group to school during the third plan period. During 1961-62, the scheme was limited to the children of 6 - 7 age group and during 1962-63, it was extended for the age group 7 - 8 and so on. The increase in enrolment was causing the dearth of teachers and school buildings. The Educational Officers and Public brought pressure on the Government to meet this challenge. But the Government was thinking of retrenching about 1,600 teachers due to economy effected during national emergency created by Chinese aggression against India.³⁹

*The Deccan Chronicle, 10th March and 16th June 1961.

³⁹Shri Raghavachary, V.P. 'Compulsory Primary Education - National Plan,' Medhavi, V-I, January, 1963, Pp.21-25.

Shri M.Satyanarayana stated that the education budget did not provide for sufficient number of teachers, inspite of enrolling more numbers and opening more sections in the Government and Local Government schools, especially in rural areas. This lead to the spread of the idea that rural Government schools of lower standard were provided for the poor people and the urban private schools of higher standard were meant for the rich. He blamed the bad fiscal strategy of the administration for the low standards resulting in drop outs in the rural primary schools.⁴⁰

Shri K.Brahmananda Reddy, Chief Minister holding the Education portifolio while presenting the education estimates in the Legislative Assembly on 20th February 1963 stated that even though 3,500 posts of teachers were sanctioned for implementation of compulsory primary education, due to the national emergency fifty per cent of these posts were cancelled and this would result in retrenchment. The press, legislators and teachers agitated against this proposed retrenchment.⁴¹

Dr.M.Chennareddy, Minister for Planning and Panchayat Raj stated that the existing resources should be fully utilised to provide the maximum possible educational facilities to the poor children in the villages, who were usually employed to do odd jobs. They were unable to utilise the incentives like the midday meals, school uniforms, books, school health services etc. due to the general poor condition of our village families.⁴²

⁴⁰ Satyanarayana, M. Rural Schools and Local Boards.
Op.Cit. P.22.

⁴¹ Editorial, 'Our Budget and Education', Medhavi, III-III, March 1963. P.3.

⁴² Dr.Cheena Reddy, M. 'Presidential Address to the Fourth District Teachers Conference at Karimnagar - 2nd February 1964. Medhavi, IV-III, March 1964, Pp.14-15.

Retirement Age of Teachers:-

In G.O.Ms. No.1611 Education, dated 30th May 1961 orders were issued enhancing the age of superannuation, from 55 to 56 years, of all teachers in the pay scales of Rs.50-120 and below employed under managements of Government and local bodies, for one year, in the first instance, from the 1st April 1961. Again according to G.O.Ms. No.1478, Education, dated 24th May 1962 the Government decided that the teachers in the pay scales of Rs.80-150 and below might be given extension beyond the age of 55 and upto the age of 58 in the first instance, subject to the condition that the Director of Public Instruction will satisfy himself about their having to their credit a good service record-cum-efficiency and also physical fitness.

As per the letters from the Secretary to Government of India, Ministry of Education D.O.letter No.F.77-1/63 B4 dated 6th June 1963, Assistant Educational Adviser to the Government of India, Ministry of Education No.F.77-3/63 B4, dated 28th September 1963 and the Secretary to Government of India, Ministry of Education D.O.Lr.No.F.77-2/63 B4 dated 30th September 1963, the Government of Andhra Pradesh issued the G.O.Ms.No.3428 Education, dated 27th November 1963 in which it was stated that the Government of India sanctioned the expenditure of Rs.30.12 lakhs, under accelerated central assistance to Andhra Pradesh over and above the state plan and the central assistance would be utilised for the continuance of the 1750 teachers retrenched and reinstated during 1962-63 through G.O.Ms.No.591/Education, dated 13th March 1963 and also to appoint 2,500 additional teachers. The Director of Public Instruction was permitted to allot the above teachers to the various Educational Districts based on the additional enrolment of children in those districts. He was also requested to give preference for the appointment of women teachers wherever possible.

The above discussion showed how difficult it was to provide sufficient number of teachers for meeting the demands of compulsory primary (Basic) education. In spite of the genuine efforts of the Government to make the scheme a success, the teachers have to face a lot of difficulty in attracting the children to schools.

The State Institute of Education has listed the following reasons for wastage and stagnation.⁴³

Reasons Common for Wastage and Stagnation:-

1. Helping parents at home,
2. Lack of books, slates, clothes,
3. Ill health.

Reasons for Wastage Only:-

1. Poor School plant,
2. School factors.

Reasons for Stagnation Only:-

1. Absence due to field labour,
2. Not interested in education,
3. Not regular.

⁴³ A Sample Study of Stagnation and Wastage in a Few Urban and Rural Primary Schools, Op. Cit. P.11.

TABLE 37
SCHOOLS GIVING REASONS FOR ALL CHILDREN
IN THE PLACE NOT ATTENDING THE SCHOOLS

	(%)			
Reasons	Andhra	Rayalaseema	Telangana	Total
1. Poverty and inability of parents to meet cost of education which is not suited to economic conditions.	61.65	93.14	74.42	71.71
2. Children attending domestic work when parents go out for employment.	57.89	79.63	72.09	65.65
3. Parents indifferent to the importance of education & especially don't like to send grown up girls to schools.	44.76	87.08	76.74	61.75
4. Parents send children to work as domestic servants outside home.	57.89	79.63	65.12	43.91
5. Government parents and leaders do not take necessary steps to provide more schools and to make schools attractive to children.	8.25	-	11.32	7.12

From the above data it could be concluded that the poverty of the parents was the root cause for the stagnation and wastage in Elementary (Basic) education in the state. Due to poverty the parents could not afford to send children to school and keep them back either for domestic work or for juvenile employment.

Parents and public should realise the importance of education to children especially for girls and provide more educational facilities with the object of increasing the holding power of schools by making them more attractive.

About 67 per cent of the Educational Officers in the state expressed that most of the parents were cultivators of poor means and so the children also participated in the agricultural operations or employed otherwise, sometimes right from 4 a.m. to 3 p.m. Some Educational officers (37%) said that parents and public were not generally interested in education and so they usually did not cooperate with school or contribute any funds. Some others (22%) said that due to illiteracy and ignorance of elders they showed less interest in education. Some optimistic officers (16%) felt that compulsory education was suffering only due to absenteeism and irregular attendance, especially in the case of girls and scheduled caste children. Lack of sufficient funds either to help the poor pupils or to carry out propaganda (14%), lack of accommodation (8%) and insufficient number of trained teachers, insistence on trained teachers and unwillingness of women teachers to work in the villages (8%) were also reported as difficulties in the way. Though children were educated in primary schools they were unemployed and so this education was not considered as paying (2%).

The Hindu, a leading Madras daily commented on 24th March 1962 that in urban areas, there had been no impediment to the execution of the plan. Parents, especially in the wage earning groups, appreciate the value of elementary education. But in rural areas conditions were different. Unemployment and general poverty as well as absence of external evidence of educational activities in their midst make the masses indifferent to the call.

The Headmasters of Basic schools reported that they were taking the following measures for attracting more children to schools.

TABLE 38
MEASURES TAKEN TO ATTRACT MORE CHILDREN
TO ATTEND SCHOOLS

(%)				
Measures	Andhra	Rayalaseema	Telangana	Total
1. Personal contact with parents.	61.65	90.74	83.72	72.61
2. Making School programmes attractive	48.87	68.52	86.05	60.43
3. Free euipment - books, slates etc.	49.62	70.37	60.47	56.52
4. Organisation of lectures on the importance of education.	48.12	64.81	65.12	55.22
5. Parent Teacher Association.	51.13	66.66	51.16	54.78
6. Free mid-day meals.	34.59	59.26	81.60	49.13
7. Cultural programmes- Drama, Burrakatha, Harikatha etc.	33.87	50.00	58.14	42.17
8. Award of scholarships.	15.79	44.44	65.12	31.74

It was found that all over Andhra Pradesh the teachers in Basic schools were primarily trying to establish personal contacts with parents, while making the school programmes attractive and these measures did not involve any expenditure except the sincerity, seriousness and goodwill of the teacher. Parent Teacher Association, lectures and cultural programmes also help the strengthening of the rapport between the school and the community. In many cases the free distribution of educational equipment like books, slates etc. was in operation.

The provision of mid-day meals and scholarships was a costly affair and this could be made possible only if the Government or the Community provided necessary funds and so these programme appear less frequently in the measures taken for making the universal free and compulsory Basic education successful in Andhra Pradesh.

A majority of the Educational officers (43%) said that they were arranging for the propaganda through compulsory education drives or weeks, exhortations, and some others(8%) suggested that the Social Education Organisers and the Block Samithi Officers should be made responsible for this propaganda. Mid-day meals programme (29%) was reported as an incentive for regular attendance. Parents and villagers committees and discussions involving non-officials were also tried (9%). Preparations of defaulters lists and serving of notices were tried, but parents refused to revive notices (10%). So, some inspectors recommended (13%) that the penal provisions of the Compulsory Education Act should be invoked and severe punishments inflicted on parents.

According to a scale checked by the Inspectors the over all index of their success in implementing the compulsory primary education was 41.47 per cent.

However, from the Tables 2 and 11 it could be seen that the holding power of the Basic schools was more than the traditional elementary schools and hence the reasons for the same could be found in the efforts of the Basic school teachers as discussed above. Yet it was interesting to find out why some classes in Basic schools were not converted into Basic pattern.

G. NON-BASIC CLASSES IN BASIC SCHOOL

The following table gives the percentages of Basic schools having Basic pattern of education upto the different grades in the various regions of Andhra Pradesh. Basic education was considered to be an integrated programme of

eight years and unless students were provided with opportunity to continue the course to the full period of eight years the expected results can not be achieved.

TABLE 39
SCHOOLS HAVING BASIC PATTERN IN
DIFFERENT GRADES OF THEIR SCHOOLS

Grade upto which Basic Pattern is introduced	(%)			
	Andhra	Rayalaseema	Telangana	Total
Third	3.1	-	-	1.37
Fourth	1.83	-	-	1.46
Fifth	81.4	80.8	86.8	82.2
Sixth	3.1	-	-	2.8
Eighth	11.6	19.2	13.2	13.7

A majority of the schools under sample had Basic pattern of education upto fifth grade and most others had this pattern upto eighth grade. Only a few schools in Andhra region stop with third, fourth or sixth grade, instead of extending upto either fifth or eighth grades. A majority of the schools remain as Junior Basic Schools, and there must be certain reasons for not having all as Senior Basic Schools.

TABLE 40
REASONS FOR NOT INTRODUCING BASIC PATTERN
IN ALL GRADES OF THE SCHOOLS

Reasons	(%)			
	Andhra	Rayalaseema	Telangana	Total
1. Lack of interest of parents & public.	69.27	53.70	51.16	62.7
2. Government is not interested in providing more Senior Basic Schools	33.08	25.93	37.20	32.17
3. Lack of sufficient accommodation with proper atmosphere.	8.27	7.41	9.30	8.27
4. Dearth of trained teachers.	2.25	7.41	4.65	3.91
5. Craft work is difficult and not liked by students.	4.51	1.85	2.32	3.48
6. Basic education is not dovetailed with higher education.	2.25	7.45	-	3.4
7. Present practices of Basic education also are confined to school and textbooks.	1.50	1.85	-	1.31
8. Poverty & unsuitable school timings for working children.	0.75	2.70	2.33	0.88

The above data showed that the parents, public and the Government were not positively interested in having complete Basic schools of eight grades. In case this interest was evinced by the concerned, other problems like accommodation, trained teachers, and certain adjustments in the practices of Basic education could be solved as only a few schools faced such problems. The Training School Headmasters also concur

with the opinion of the Basic school Headmasters in this matter, as 12.50 per cent of the former checked only these two points of lack of interest on the part of the public and the Government. There might be other genuine reasons for the Government for not extending Basic education to all other schools and other classes in the same schools. But steps were taken to orient all the traditional schools to Basic pattern.

H. ORIENTING TRADITIONAL ELEMENTARY SCHOOLS TO BASIC PATTERN

Shri P.Ranga Reddy, Minister for Planning and Information stated in a press conference at Hyderabad on 22nd May 1961:

.... that in pursuance of the recommendations made by the All India Seminar on Basic Education held at Allahabad a training programme for teachers and Deputy Inspectors of schools so as to reorientate all the existing schools into Basic pattern by not later than 1962, would be undertaken.⁴⁴

The National Institute of Basic Education published in 1960 a small pamphlet entitled 'Basic Activities for Non-Basic Schools' in which ten objectives and seven types of activities for orienting Non-Basic schools to Basic pattern were listed. The Ministry of Education, Government of India also issued a similar pamphlet written by Shri G.Ramachandran. These points were discussed at the Allahabad seminar mentioned above. The Government of India wanted that this orientation programme should be completed by the end of the 2nd five year plan period. In pursuance of this policy the Government of Andhra Pradesh issued a fourteen point programme for implementation in the traditional elementary schools and trained the teachers and inspecting officers in the seminar courses for this purpose.

Smt. S.Rajyalakshmi conducted a study and recommended the details of practices under seven different aspects namely, the spiritual; Clean and Healthy Living; Aesthetics, Recreation

⁴⁴The Deccan Chronicle, 23rd May 1961.

and Culture; Social Service; Community Life and Citizenship Training; Craft; and Intellectual Training. She also recommended an annual plan for adoption by the schools especially in the twin cities.⁴⁵

The Attitude of Administrators to Basic Education:-

The orientation programme and other practices of Basic education prove successful, if the attitude of the administrators was favourable to Basic education. The Special Committee remarked:

The Government should take suitable steps to effect a radical change in the minds of officials of the Education Department specially at the higher level who are incharge of administration, finance, policies and personnel, so that they may have understanding and faith in Basic education.⁴⁶

A majority of the Educational Officers (47%) themselves stated that the administrators were ignorant, inattentive, disinterested, and unconvinced of Basic education and they did not believe in this system. They had a poor opinion and this injured this system more. A few (3%) about Basic education, of the Educational Officers stated that administrators tried to implement this pattern as it was the Government policy followed as per Gandhian principles. Some of them (16%) said that the attitude of the administrators was fair, cooperative, encouraging and warm.

Radical changes are necessary in the Government machinery, as the officers did not take personal responsibility for things and they tried to throw the same on others.

⁴⁵ Smt. Rajyalakshmi, S. 'Identification of the Salient Aspects of Basic Education and the Evolution of A Concrete Plan of Implementing Them in the Non-Basic Primary Schools of Hyderabad and Secunderabad; April 1962. An unpublished M.Ed. dissertation, Osmania University, Hyderabad.

⁴⁶ Report of the Special Committee for Basic Education, Hyderabad: Education Department, Andhra Pradesh, 1961. P.117.

For every small thing the teachers had to look to the Government for remedies, due to the centralised nature of administration and this was resulting in the multiplication of day to day problems.⁴⁷

Some times teachers write letters to the local press alleging unsatisfactory record keeping and non-tracing of papers in offices.⁴⁸

For effecting any changes in administration and policies as suggested in the foregoing pages, it was necessary to establish the criteria for the change on the firm basis of educational surveys and status studies. At the instance of the Government of India, comprehensive survey appears to have been conducted at the beginning of the third five year plan. Shri L.Bullayya the then Director of Public Instruction said that State Institute of Education, established at Hyderabad under the auspices of the Central Government would shortly undertake another educational survey of the state, as it was generally felt that that educational institutions were opened indiscriminately, sometimes as rival bodies, and many of them did not have the requisite strength. The State Institute of Education would fix up the locations of the schools.⁴⁹ Such survey might be possible in the very near future, since the National Council of Educational Research and Training also established a survey unit at the instance of the Ministry of Education, Government of India and the State Institutes would be naturally involved in this national task. The Special Committee for Basic Education also felt the need for such a survey.⁵⁰

⁴⁷ Shri Raghavachary, V.P. Presidential Address to the Second Warangal District Conference at Janagama, Medhavi, V-IV, April 1962.

⁴⁸ The Deccan Chronicle, 13th November 1964.

⁴⁹ The Deccan Chronicle, 21st October 1964.

⁵⁰ Report of the Special Committee for Basic Education, Andhra Pradesh, 1961. Op.Cit. Pp. 36 and 109.

The small surveys connected with the practice of Basic education mentioned under related researches in Chapter I and the present status study also will help the administration in determining a number of issues involving policy or administrative decisions both on the qualitative and quantitative aspects of the implementation of Basic education.

Summary:

Educational policies were formulated by the State Government in India as Education was in the state list of subjects in the constitution. The policies laid down from time to time were given in a consolidated form in the Education Code and the new state of Andhra Pradesh had to draw a common code after the reorganisation of states.

The Director of Public Instruction was the head of the Education Department in the state and he was supported by Deputy Directors and Assistant Directors at state level and District Educational Officers, Inspectors of Schools, Deputy Inspectors of Schools or Extension Officers (Education) at the District, Taluk and Samithi levels.

There was re-organisation of educational administration in Andhra Pradesh during the course of this investigation. The revenue district was made the unit of educational administration at District level instead of creating educational districts for areas having certain number of schools as before. Now the District Educational Officers were given all the powers previously exercised by the Regional Deputy Directors whose posts were now abolished. The Education Department was bifurcated into the Directorate of Higher Education and Directorate of Public Instruction. The schools were handed over to the Zilla Parishads and Panchayat Samithis and Deputy Secretaries (Education) and Extension Officers (Education) were provided by the Education Department to help the administration of these schools at both the levels respectively.

The transfer of schools to the Panchayat Raj institutions was not favoured by the teachers in general, due to large scale transfers and injustice in effecting promotions of teachers. The teachers were overburdened with office work, for which they did not get any additional allowance. Papers moved slowly in the higher offices and pay bills, especially the time barred bills, were sanctioned late. Schools were not housed in good buildings. Teachers did not get good quarters to live. Village leaders interfered with the work of the school.

The Government constituted the Joint Staff Councils at the State, District and the Block levels wherein the employers and the employee's representatives could thrash out the problems and arrive at certain agreements. This machinery lead to the redressal of a number of grievances.

In the Andhra and Rayalaseema regions a number of single teachers' schools were converted into Basic pattern, unlike in Telangana. The majority of the Schools were Plural Teacher Junior Basic Schools, and they were mostly under the management of the Panchayat Samithis. A majority of the private schools were in Andhra and Rayalaseema regions.

Schools were provided for special communities wherever there was need. A majority of the schools were situated in the rural areas and naturally a majority of the students came from rural areas. There were a small number of urban basic schools also.

Most of the schools were started as Basic schools or new schools with 6 to 15 years of standing were converted into Basic pattern. It appears that Basic schools were either started or converted on a large scale during the second five year plan period. No Basic school was started in villages with less than 500 population. More schools were started in villages with less than 5000 population. More schools were found in the villages with 51 to 500 children of school going age in a majority.

The enrolment of boys was disproportionately higher than the enrolment of girls and it was more so at the Senior Basic stage. More of backward class children were studying in the Basic schools. The strength of the Basic schools fell steadily in classes I to V and suddenly rose at the VI class and then it fell steadily as before.

The Education Department and the State Institute of Education appear to think that the pupil teacher ratio at forty was an ideal position. Teachers should not be provided to schools on the basis of the number of pupils only, without any reference to the number of classes and sections to be taught. The budget provided for the Basic schools was not sufficient.

Wastage and stagnation were less in Basic schools than in the traditional primary schools. It increased from class to class and more in third class and very sharp in the case of girls.

To make the free universal compulsory education successful the Government launched a number of schemes like mid-day meals, scholarships to children belonging to special communities, increase in the scales of pay of teachers to attract better persons to the profession. The retirement age of the teachers was raised from 55 to 58 in order to keep the experienced teachers in service for longer time.

The reason for the slow progress of compulsory education was stated as chiefly the poverty of parents, resulting in the children taking up odd jobs. Besides this the dearth of trained hands and unwillingness of teachers especially women teachers to work in rural areas was also proved to be a hindrance to the progress of compulsory Basic education. The teachers were trying to establish personal contacts with parents, to organise Parent Teacher Associations and to make the school programmes more attractive to increase the holding power of the schools.

A majority of the schools remained as Junior Basic schools, even though it was agreed on all sides that this system should be

made an eight year integrated course. Basic pattern was not introduced in all the schools and in all the classes in the same school due to lack of public enthusiasm for this type of education.

An attempt was made to orient all the traditional primary schools to Basic pattern by the end of third plan according to a set plan suggested by the National Institute of Basic Education and the Ministry of Education, Government of India.

A majority of the educational administrators were said to be ignorant about this system of education or unconvinced about it, but they tried to implement it because the Congress Government wanted to promote this scheme sponsored by Mahatma Gandhi. Radical changes were suggested for improving the tone of administration and to help these changes a thorough educational survey was thought to be necessary.
