CHAPTER IX

CONCLUSION AND INFERENCES
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The problem under investigation has been to make a critical study and appraisal of the reforms in the field of educational administration introduced in the State of Andhra Pradesh during 1956-78.

Administrative machinery of education that had been inherited from the British was considered to be incompatible with the Free Democratic Indian Republic. Hence many reforms in the domain of educational administration have been introduced at the national level as well as at the State level.

Especially to Andhra Pradesh were the circumstances under which it had its birth on the linguistic basis and also the obvious administrative problems resulting from the need of amalgamating the different types of administrative machineries with varying traditions of the ex-Madras Presidency and the erstwhile Hyderabad State. In addition, mass educational phenomenon, unprecedented expansion of the educational field, the democratic ideology which we have opted after independence, have necessitated reforms in educational administration in the State of Andhra Pradesh as well.

Some of the principal findings are elucidated in brief below:-
Reforms in educational administration introduced in Andhra Pradesh are ahead of times for they are traceable in the Report of the Kothari Commission at a very later date, in 1966. The Kothari Commission has recommended following reforms in educational administration to be introduced at the State level, but Andhra Pradesh has stolen a march in this direction; e.g., strengthening of the District Educational Administration, improving of the Mode of Inspection, reorganising of the State Departments of Education, associating the local communities with Education, improving the functions of the State Institute of Education, and the Educational Evaluation Units, etc.

The reforms effected are considered to be progressive in general as they are in accordance with the latest thinking and modern conceptualisation, that is prevailing everywhere in the field of educational administration.

It is also observed that the reform has not yet been complete and that it is still in an a morphous state and that it would require some more changes and adjustments in the interest of administrative economy, administrative facilitation, administrative efficiency and public satisfaction, so that it would take a concrete shape and become more effective.

Reforms introduced were not without short-comings. Democratic decentralisation of education, though considered to be ideal and a natural consequence of democratic ideology, in reality it has been assessed
not to be so much effective as it should have been in its implementation. Similarly the bifurcation of Directorate of Public Instruction did not get consensus of opinion as to its desirability. They newly established special Educational Institutes etc., are said to be lacking any imposing impact on the improvement of quality of teaching or that of teachers. Reorganisation of District Educational Administration and Inspectorate have been held as progressive and effective through suggestions for further improvement of the effectiveness of these reforms are still forthcoming. Indian has become a Sovereign Democratic Socialist Republic and consequent on attainment of independence and acceptance of democracy as the way of life of the nation. It is but natural that popular participation in the government. In the form of democratic decentralisation of executive decentralisation is essential. More and more people should come forward to shoulder the responsibility of executive activity. Decentralisation of executive activity to the subordinate offices or to the people is more and more desirable. But it is equally essential that men should soon realise their roles as the democratic citizens and democratic leaders for the democracy to be successful. Even though the effective functioning of the democratic machinery is not discernible clearly at this juncture, it will be realised in due course when contrast can be made between the role of the present democratic administration and that of the past bureaucratic administrative machinery when people had no voice at all to have their say in the administrative affairs.
It has become a growing realisation that the educational administrators should consider themselves as the true democratic leaders in their dealings with either the public or their subordinates to be rightful readers in the field of educational administration. Hence it requires time for the democratisation of educational administration to be fully realised in reality.

The executive and the public are not repugnant to the reforms in education or in educational administration and as such offered numerous suggestions for the improvement of the educational administrative set up in the form of prospective desirable reforms, stating that yet radical reforms are to be introduced at the district, state and national levels. Constant evaluation of the administrative machinery and readjustment to remediate the defects and to overcome the shortcomings are essential steps in the path of progress to build up prosperity of the posterity.

Recommendations of the study:

It is customary to give some recommendations and suggestions at the end of any research reporting, Harold Webster observed in this context: "General Statements are useful, to be sure but only for specific purposes. It is easier to make specific statements and recommendations, but this entails another
difficulty; it is more difficult to achieve agreement on specific recommendations.\textsuperscript{1}

Yet below attempt is made an elaborate manner to offer relevant recommendations and some important suggestions in the light of the investigation on hand. They may not met morphose the system of educational administration in the state but yet they are likely to improve its functioning to a considerable extent.

A. Relevant Recommendations:

Below are offered relevant recommendations to improve the educational administration of the state under the existing conditions with some changes.

Improvement in Democratic Decentralisation of Education:

To maintain the present mode of democratic decentralisation of education in an improved way the following steps are recommended:

- There is need to define clearly the powers and responsibilities of the Deputy Secretaries, Education in the Zilla Parishads. For this purpose, it is

essential to appoint only trained graduates for the said posts and their designations should be changed as "the Educational Secretaries" of the Zilla Parishad.

- They should be endowed with full powers necessary to carry on their functions relating to the educational wing of the Panchayat Raj.

- The Extension Officers, Education, should be placed under the administrative control of these Education Secretaries.

- Experienced educationists and retired educational administrators should be associated with education under the Panchayat Raj by taking them into the Educational Standing Committee as the Members.

- Alternatively District Advisory Boards of Education may be established, to replace the Standing Committees, associating experienced educationists, retired educational administrators, headmasters of schools, office-bearers of the Teachers' Organisations, Teacher-M.L.C's Members elected from the Graduate Constituencies and members of Lok Sabha and Rajya Sabha of the District.
- Suitable education in organisation and administration should be given to the non-official functionaries of the Panchayat Raj who have to deal with education, in a planned and phased manner, to enable them to carry out executive functions in due course.

- The powers of appointment, transfers, control and discipline should be vested in the District Educational Administrators only. Such a step would be in concurrence with the recommendations of the Kothari Education Commission.² It is gratifying to note that the Government of Andhra Pradesh have, of late, transferred the powers of transfers of teachers working in the Zilla Parishad schools to the Secretaries from the Chairmen of the Zilla Parishads.³ However, due to the discontentment of the Chairmen, the powers are reported to have been resorted back to them.

- Teacher-welfare committees should be established in each of the Zilla Parishad to look to the grievances, amenities and housing problems of school teachers.

The Chief function of the non-official functionaries should be categorically delimited to the educational expansion programmes such as providing of equipment, apparatus, furniture, accommodation for schools and schooling staff, mid-day meals, voting of grants etc. They should be given only reviewing and advisory powers learning executive function to the Departmental personnel.

B. Important Suggestions:

Some important suggestions are put forth in connection with the further improvement of the State Educational Administrative Machinery in the light of the views expressed by the respondents on the recommendations of the Kothari Education Commission various aspects of the State Educational Administration and other related matters.

1. General Suggestions:

Some of the general suggestions are as follows:-

1. Establishment of a State Board of School Education:

A State Board of School Education should be established on the lines suggested by the Education Commission and for the purposes mentioned therein.  

A State Board of School Education should be established as recommended by the Education Commission.

The Executive 79.4%
The Educationists 83.3%

2. Establishing a State Board of Teacher-Education:

It is advisable to start a State Board of Teacher-Education in the State of Andhra Pradesh, which would be working as an autonomous body in an advisory capacity as endorsed by the Kothari Education Commission with the view of controlling all-teacher education institutions besides planning of development and raising of standards of Teacher Education. 5

A State Board of Teacher Education should be established.

The Executive 76.5%
The Educationists 80.9%

The State Board of Teacher-education should work in collaboration with the University Grants Commission and the "Standing Committee for Teacher Education" to be set up jointly by the U.G.C. and the N.C.E.R.T., as recommended by the Education Commission. 6 It should also revise teacher education curricula and

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5. Ibid., p.87.
chalk out the programme of activities to be followed in training institutions in accordance with requirements of the national system of education, taking into consideration the entire system and programme of school education, including curricula, methods of work, activities and examinations.

3. Encouraging formation of Professional Organisations:

There is a great need to encourage formation of different professional organisations in the state, to lead the personnel towards more and more professionalism.

It is essential to encourage formation of Professional Organisations of Educators and Educational Administrators.

The Executive 79.4%
The Educationists 78.6%

Obvious is the fact that the State Government has been giving due recognition to the different professional organisations in the State and has been according necessary for time to time. Still the inadequacy of such organisations that work on academic lines rather than on the lines of trade unionism is felt much.

The following types of professional organisations of educational field are suggested to be established in the State:
(a) The Andhra Pradesh Teacher Education Association (APTEA):

This is essential to provide a common forum to all types of teacher-educators working in the state to enable them to develop themselves professionally and to tackle some of the major problems of Teacher-Education in the State and contribute their mite to the Governmental endeavours in their own way.

(b) The Andhra Pradesh Organisation of School Administrators (APOS):

Such an organisation is suggested to be formed to bring all the heads of Institutions working under different managements together to enable them to solve their administrative problems and organizational difficulties in a practical manner after due discussions in the conferences and seminars to be organised by the association.

(c) The Andhra Pradesh Educational Inspectors' Association (APEIA)

This would facilitate bringing in all cadres of inspectorate under one organisation, whereby tackling of Inspectorate problems and evolving of common school improvement programmes, would be made easy after mutual discussions and exchange of ideas.
(d) The Andhra Pradesh Principal's Association (APPA):

All the Principals of Arts, Science, Training, Commerce and Technical Institutions can be brought together into one fold to enable them to chalk out plans for their professional improvement as well as for the improvement of the internal administration of their institutions.

(e) The Andhra Pradesh Educational Administrators Association (APEAA)

Such an association, if formed, would do well to bring all the educational administrators of the State working in different capacities together and enable them to solve many of the administrative problems and help in the improvement of the education function by offering concrete suggestions to both the school administrators and the State Government.

(f) The Andhra Pradesh Educationists Association (APEA):

There is a dire need to bring all the educationists of the state to a common platform to enable them to offer concrete suggestions to the government for the improvement of educational sphere.
4. Soliciting the Help of Private Educational Foundations:

In Western countries, the Private Educational Foundations play a great role in taking active measures for the development of education by establishing educational institutes and by spending huge amounts on educational research and educational publications.

In Andhra Pradesh also, the State Government must try to attract private educational foundations to promote educational research and experimentation.

It is essential that the private educational foundations are allured to encourage educational research.

The Executive 64.7%
The Educationists 64.3%

5. Encouragement of Educational Research by the individuals and the institutions:

The State Government should encourage educational research in the field of educational administration and other areas of education by the individuals and the institutions by sanctioning adequate grants-in-aid and using other incentive motivations, economic and non-economic, such as scholarships, stipends, educational loans, advance increments, and the like.
6. Reforming of the Educational Field:

Radical reformation is to be effected in different areas of education also as enumerated below:

(a) Quantitative Expansion: Educational Institutes of diverse varieties are to be established to provide education to different types of pupils, seeking admission as a result of equalisation of educational opportunities for all. The institutional expansion, considering the needs of the localities and resources on hand, should be effected in such a way as to cater to the interests and aptitudes of children giving education for vocation and avocation or vacation and full and part-time education.

(b) Qualitative Improvement: Quality versus quantity have been problems of perennial discussion in the field of education. Hasty and undue expansion of education is harmful and hazardous to the normal development of the individual as well as that of the nation. Hence qualitative improvement and quantitative expansion should go hand in hand.

(c) Curricular reconstruction: Appropriate content reorganisation of specific branches of knowledge giving place to the newly developed disciplines should take place to make men socially strong, economically efficient, culturally competent and vocationally virtuous. Periodical evaluation and
reconstruction of curricula should be undertaken by the State Department of Education after due experimentation and adequate research in the field.

(d) Teaching Technology: Methodology of teaching should also be subjected to constant modification. Methodological adjustments are to be effected by the educators to suit the needs of the educands in this atomic age of ours. Static methods of instruction would lead to stagnated state of affairs in the field of education. Hence flexible and dynamic methods of teaching, keeping the educational objectives in view, should be adopted by the teachers.

Specific Suggestions:

Some of the specific suggestions to improve the administrative effectiveness in the State are given below:

1. Educational Planning should take into its consideration the requirements of the people the needs of the locality and the aspirations of the nation, besides the need for opening schools newly in certain areas to remove regional imbalances, which should not be governed by political considerations or directed by the political pressures or manoeuvres. The Institutional expansion should be commensurable with the rise of enrolment of student population.
- The Educational administrators should be so trained as to assume the varied roles as the democratic leaders.

- It is high time that the traditional procedures of confidential reports should be replaced by the objective and impersonal tools of appraisal of the work of teachers and subordinate officers. It is also essential to develop appraisal procedures involving rating by a team of superiors and colleagues, three or five and not by asingle individual, for whom there is always an ample scope to be biased or prejudiced for one reason or another.

- Conduct rules of the superior and subordinate services should be altered in the light of the democratic ideals of the nation, viewing the officials as the active participants in the national endeavour but not as 'servants' as were designated during the British regime. Fundamental rights should be as well applied to them and they should not be deprived of their citizenship rights for being in the active state or Government of India service.

- It is essential that occupational security, better service conditions and adequate pay scales are offered to teachers and administrators as well. But a person once
employed should never be allowed to develop self-complacency and to be under the impression that he can continue to be in the service unless the functions efficiently and continuously to grow professionally and academically during the period of his service.

Reform in educational administration should be a natural corollary of our attempts for educational reconstruction which itself should be an indispensable part of our larger programme of social resurgence and national resuscitation. There should be a constant endeavour by the State and University Departments of Education to undertake continuous appraisal of such reformation and continual campaign for readjusting structures to effect improvement.

PROPOSED PLAN FOR FUTURE REFORMS

The following plan for future reforms is offered so that these prospective reforms may be favorably considered to be implemented by the State Educational authorities in the larger interests of efficacy and efficiency of the administration of education. The Education Commission of 1964-66 has given some good lead in this regard and many a clue can conveniently be found in its report. It is a matter of great satisfaction that
the State Education Department has accepted broadly many of
the recommendations of the Kothari Commission. The recommenda-
tions concerning the field of educational administration are to
be favourably viewed and rigorously implemented by the vigo-
rous administrators. Some of the prospective reforms are propo-
sed below:

Proposed Pattern of the State Department of Education

In the light of the views expressed by the different per-
sons the following reforms are proposed to have future reorgani-
sation of that part of education department dealing with Public
Education (both collegiate and school level):

Establishment of a State Educational Commissionarete:

In lieu of the State Educational Secretariate and the Direc-
torates of Education, a single State Educational Commissionarete
may be established to be headed by an Education Commissioner,
who will be a liaison official between the Education Ministry
and the Education Department. Next in the hierarchy, should
be Director of Education, who will be in charge of executive
activity of the department. He should be assisted by an adequate
number of Joint Directors for each type of education as the
Joint Director of Collegiate Education, Joint Director of School
Education, Joint Director of Collegiate Inspection, and the Joint
MINISTRY OF EDUCATION

STATE ADVISORY BOARD OF EDUCATION

Officer of the Educational Commissionerate

Directors of Medical Services, Agriculture, Industries & Commerce etc.

Vice-Chancellors of the State Universities.

Representatives of the M.L.As, M.L.Cs & M.Ps

Representatives of the State Council of Women's Education

EDUCATIONAL COMMISSIONERATE

EDUCATIONAL COMMISSIONER

DIRECTOR OF EDUCATION

Joint Director of collegiate Education

Joint Director of School Education

Joint Director of the State Council of Educational Research & Training

Joint Director of Academic Inspection

FIG. 1

THE PROPOSED ADMINISTRATIVE PATTERN OF THE STATE DEPARTMENT OF EDUCATION
Director of the State Council of Educational Research and Training.

All these high level administrators together with the Directors of Medical Services, Agriculture, Industries and Commerce and the Vice-Chancellors of all Universities in the State should form State Advisory Board of Education, which will be advising on all types of education and all stages of education. The policies are to be advised by the Board and approved by the Education Ministry. Each of the Joint Director will be responsible for the particular type of education or subject of which he is in charge and the administrative control of all the personnel in the Joint Directorate vests in him.

Such a measure would not only minimise the overlapping of administrative machinery of the Education Secretariat over the Education Directorates but also affects administrative economy, ensures better coordination, and helps adequately in solving most of the inter-Directorate or intra-Directorate administrative problems.

Joint Directorate of Collegiate Education:

The administrative pattern of the Joint Directorate of Collegiate Education may be as follows:-
The Joint Director of Higher Education should be the Head of this Joint Directorate. He should be responsible for the following subjects: (1) Collegiate Education, (2) Oriental Education, (3) Teacher-Education, (4) Intermediate Education, (5) Board of Intermediate Education and (6) Collegiate Inspection.

Each of the branches of education may be administrated by a Deputy Director of Higher Education, who in turn will be assisted by the Assistant Directors of Higher Education, Principals of the Colleges and other teaching and ministerial staff.

Figure 2 gives the proposed Administrative pattern of the Joint Directorate of Collegiate Education.

Joint Directorates of School Education:

The administrative pattern of the Joint Directorate of School Education should be as follows:

The Joint Director of School Education should be in the over-all charge of the pre-primary, primary and secondary stages of education and have complete administrative control over the officers working in the Joint Directorate.

He will be duly assisted by the Deputy Directors of School Education who will be in turn, in over-all charge of (1) Pre-Primary and (2) Secondary stages of education, (3) Board of
FIG. 2

THE PROPOSED ADMINISTRATIVE PATTERN OF JOINT DIRECTORATE OF COLLEGIATE EDUCATION

Those Officers will be assisted by an adequate number of Assistant Directors for School Education, the District Educational Administration, and District Educational Inspectorate.

The Deputy Director of Academic Inspection is suggested to have the principle of separation of inspection from administration in an effective manner. He will be guiding the District Educational Inspectorate in their inspectoral functions and follow-up activities.

There is a need to appoint an Academic Officers in the Board of Secondary Education to investigate into the curriculum aspect of education periodically and recommended necessary steps for the reconstruction of curriculum of primary and secondary stages. He should work in collaboration with the Department of Curriculum and Textbooks of the State Council as is being proposed.

Figure 3 gives the proposed Administrative pattern of the joint Directorate of School Education.

It may be noted that as the research report is in the final stage of progress, the Government of Andhra Pradesh have
FIG. 3

THE PROPOSED ADMINISTRATIVE PATTERN OF THE JOINT DIRECTORATE OF SCHOOL EDUCATION
revised their decision on the bifurcation of the Directorate of Public Instruction and effected the merger, giving the following reasons in support of the action taken:

1. Education being a continuous process, it is found that bifurcation at a particular level is not conducive to effective educational administration;

2. The change-over to two-year Intermediate course, as decided by the Government, required continuity of administration, from the secondary level to the Higher Secondary and collegiate sections;

3. The proposed switch over to Telugu medium of University Education by 1989, would also require effective coordination between the three independent agencies, namely, the Directorate of Public Instruction, the Directorate of Higher Education and the Universities, and it can be ensured by only one department in charge of education at all levels;

4. Moreover, the Administrative Reforms Committee has recommended regrouping of two or three Departments and thus reduce the number of the heads of the Departments, in the interests of the administrative economy; and

5. In practice, the working of both the Directorates has been found by the Government to be not conducive for effective functioning between the both.

In view of the above reasons, the Government have decided that the Directorates of Public Instruction and Higher Education should be merged into one with immediate effect, i.e., from 5-10-1967. 8

II. Proposed pattern of District Educational Administration:

There appears to be some contradiction in the views expressed by respondents over the principle of separation of inspection from administration. Though the principle has been upheld equivocally by all, some felt that inspection stripped off administrative powers may not be of great avail. To strike at a compromise, it is being proposed to have the following admini-
trative set up at the district level in the interest of administra-
tive effectiveness and inspectorial efficiency.

- The District Directors of School Education should
  have the supervisory powers over all the secondary
  schools of all types of managements in the district.

- Each educational district is to be divided into some
  educational zones, each consisting of 35 to 40 schools,
  which are to be kept under the charge of Gazetted
  Inspectors of schools, who may be designated as
  the Zonal Academic Officers. They will inspect all
  the secondary schools in their jurisdiction and have
  the administrative control over the Deputy Inspectors
  of Schools in their area and the Head Masters
  of the Upper Primary Schools.

- Each of the Educational Zone should in turn, be
  divided as the Educational Ranges each consisting
  of 45 to 50 primary schools, and the power of ins-
  pecting all the Upper Primary Schools in an Educa-
  tional Range should vest with the Deputy Inspectors
  of Schools, who should be designated as the Range
  of Academic Inspectors.
Thus there will be further decentralisation of Executive
function.

The Range of Academic Inspectors should be endowed with
minimum of administrative powers to enable them to take on
the spot action, whenever situation warrants such as an action.

There is need to create an Assistant District Director
of Primary Education, who should look to the Development and
improvement of all Upper Primary Education in the district,
leaving the Secondary Education to the District Director.

Figure 4 gives the proposed pattern of the District Educa-
tional Administration and Inspectorate.

III. Proposed pattern of the State Council of Educational Rese-
arch and Training:

In view of the opinions expressed by the educationists
and the administrators, it is essential to have further reorgani-
sation of the State Council of Educational Research and Training.
The following is proposed pattern in this regard:-

A Department of Field Services should be developed to
coordinate Extension Education activities carried out by the
different agencies like Extension Services Departments and Cen-
tres attached to the Training Colleges in the State and the Extensi-
on Education Units, already proposed to be developed in the
FIG. 4

THE PROPOSED PATTERN OF DISTRICT EDUCATIONAL ADMINISTRATION AND INSPECTORATE
District Educational Administration. The Department should try to have the upward extension of the schemes to the collegiate education and downward extension of the same to the Primary Education also in a planned manner.

A separate Department of Advanced Educational Research should be developed in the S.C.E.R.T. to coordinate the Educational Research activities in the State carried out by the different agencies like the University Departments of Education, Extension Services Departments, and the individuals through grants-in-aid schemes of the council or those of the University Grants Commission or those of the Department of State Archives and the like. It should encourage individuals and institutions to carry on research on topics to be approved by the Department before hand, and sanction adequate financial aid for doing the said research. The grant-in-aid may be also extended to the research projects carried out leading to a degree at any recognised University or an Institution. It should also publish an advanced educational research journal.

Similarly, Department of Educational Administration should be developed in the State Council to conduct research in the field of educational administration and school organisation, to organise pre-service, in-service and extension education to the direct recruits and promotes.
The Department of Evaluation should be developed as the Department of Curriculum. Textbooks and Evaluation to cover the curricular reform and preparation of instructional material on the basis of educational objectives and examination reform. It should develop curriculum and Evaluation laboratories to provide consultant services, Test Material services and Instructional material services. It should work in close cooperation with the State Board of Secondary Education and Intermediate Education and the Examination and Evaluation units of the District Educational Administration and the N.C.E.R.T. The Department should work to extend the concept of educational evaluation to the higher education and to Teacher Education as well as to the primary education level downwardly.

A department of Languages and Language-teaching should be developed in the Council to work out for the gradual implementation of regional languages as the media of Higher Education, to develop the regional languages as administrative media, to develop Hindi as the link language and also to take up such necessary steps as to give fillip to the oriental languages and teaching of other International languages like French, German, Russian, Chinese and Japanese.

A Department of Audio-visual Education should also be initiated in the State Council to give lead to the Audio-visual
Education and train the teachers for one year diploma courses or short term certificate courses under the guidance of the Department of the N.C.E.R.T.

Figure 5 gives the proposed pattern of the joint directorate of the State Council of Educational Research and Training.

IV. Creation of Local Education Authorities:

In view of the invectives showered on the Reform of Democratic Decentralisation of Education by both the executive and the public, saying that it did not obtain the desirable goals; and in consideration of the obvious short-comings and all-in-all dissatisfaction of the public; and in the light of the fact that the whole of the educational expenditure is borne by the State Government. It is essential that the pattern of democratic decentralisation of education is modified, by taking away education from the Panchayat Raj and handing it over to the Local Education Authorities, to be specially created for the purpose in the form of District Boards of School Education on the pattern recommended by the new Education Commission.

The percentages of responses for this prospective reform are as given below:
FIG. 5

THE PROPOSED PATTERN OF THE STATE COUNCIL OF EDUCATIONAL RESEARCH & TRAINING
The recommendations of the Educational Commission for creating District Boards of School Education as Local Education authorities is essential.

The Executive 73.38%
The Educationists 86.0%

The role of the local bodies in the matter of educational administration is not uniform throughout the nation. Hence the Education Commission has suggested for having uniformity in the association of local bodies in the administration of education. Hence it has mooted for establishing "District School Boards" and "Municipal School Boards" as the competent local Education Authorities at the District level and at the Urban level. They should discharge all functions of education below the university level as a national policy. It should be adopted by the State Government of Andhra Pradesh also to fall in line with the national pattern of associating local bodies with educational administration.