CHAPTER I

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The administration in Andhra Pradesh represents a combination of three historical patterns: one from the erstwhile British pattern existing in the Andhra area of the erstwhile composite state of Madras, the second coming from the Telangana area of the former Princely State of Hyderabad and the third which has been superimposed on both these patterns ever since the enlarged state of Andhra Pradesh was established in 1956. Such a historical combination can be a source of both strength and weakness for educational administration and if one is frank it has been so in the last so many years of the enlarged state of Andhra Pradesh. Educationally speaking, the two areas of Andhra and Telangana have been greatly unequal and therefore the problems of the one are not exactly the problems of the other. The administrative structure has, therefore, had the unenviable responsibility of trying to show equally good results in two such dissimilar areas. Nevertheless, it must be conceded that the challenges have been squarely met by a number of structural changes in the administration over the last decade.

Of these changes two or three stand out prominently for their significance for better educational administration. The very first of these was the administrative re-organization carried out in 1965, according to which the erstwhile Regional Deputy Directors were abolished and an officer of equal rank was appointed as the head of each revenue district.
The second major administrative change in about the same year was the bifurcation of the then monolithic directorate of education in two, one for Higher Education and the other for the remaining areas of Public Instruction. This bifurcation was effected as a clear division of the directorates with separate academic and administrative powers for each of the two directorates. The purposes behind this bifurcation were wholly laudable and would have perhaps stabilised in the long range, if only the Government had not done away with it hardly two years after it was set in motion. While the order of 1965 bifurcating the department elaborately set forth the purposes and objectives behind the bifurcation, the amalgamation order of 1967 was cryptic document which satisfied itself by saying that the bifurcation had not worked. Such a statement was not even based on any evaluative study. Again in 1971, there has been a change more or less on the lines of bifurcating the D.P.I's office again into two directorates one for Higher Education and the other for Public Instruction. But this time, the bifurcation has been a different kind. The department has not been split all along the line and the two Directors are expected to be in close coordination with each other and run their different spheres without necessarily dissipating the resources of the department by way of a formal bifurcation. It remains yet to be seen how long this will live and what results it will achieve.

The third administrative achievement in the state of Andhra Pradesh has been the amalgamation of the four erstwhile units
of the State Institute of Education, the Evaluation Directorate, the State Science Institute, and the Bureau of Educational and Vocational Guidance under a common umbrella with a single Director. The amalgamated institution is called the State Council of Educational Research and Training analogous to the N.C.E.R.T. at the National level. There is no doubt that the scattered physical and trained manpower resources of these four institutes have been brought together and this has necessarily left a good impact on the research and training programme of the department of Public Instruction. Nevertheless, this view cannot be accepted uncritically and the time has come when a formal study by an expert committee should be made and a critical appraisal of the N.C.E.R.T. over the last few years attempted.

Educational administration is a decisive aspect of education, which has been much neglected until now. It is considered as a virgin soil of the fertile field of educational research untilled so far. A very few investigations have been conducted on this subject in our country so far at the doctoral level. More so is the case with the area of Reforms in Educational Administration. This may be considered as the first venture in the hitherto-untried area of research. It is hoped that it will to open new vistas into the area of Reforms in Educational Research in the quick changing conditions of India, where such studies are essential to provide proper educational administrative machinery and adminis-
trative leadership on one hand and to perpetuate efficient educational planning and development in future on the other.

National Reconstruction in India is underway to elevate the living conditions of our people. Educational reconstruction, obviously, is an implicit aspect of the national reconstruction. Which is being affected through introduction of educational reforms. Educational reforms are carried out effectively by an efficient educational administrative machinery only. The static and out moded educational administrative, set-up will not be conducive for effective educational resurgence. Hence reforms in educational administration both at the national and state levels are pre-requisite. Critical evaluation of such reforms are also essential, as a natural corollary, to affect the required modifications or readjustments in educational administration.

Education has grown to be a huge public enterprise throughout the world. In recent years, the changing role of the state is clearly discernible in the acceptance of the ultimate responsibility of educating the public. Free India has also rightly accepted the responsibility of educating its people. The Constitution of India has made education a state subject, and has guaranteed the right of education to all. It has laid down the responsibility on States for education including universities, subject to the provision of entries 63, 64, 65 and 66 of List I and Entry 25 of List III. 1

1. The Constitution of India, Seventh Schedule, Art. II.
In fact, state's responsibility for education started much earlier in India. "Since 1921, education has been made a state subject under the direct control of an elected education minister responsible to the state legislature"\textsuperscript{2}.

In the post-independent era, our state governments are busily engaged in educational and other reconstructional activities. Their efforts range from pre-primary stage of education to post-doctoral training and research. With this, the size of education has become gigantic, the business of education complex, and the functions of education, complicated. Education today is a mass phenomenon and its organization, massive. Yet education in India has to grow much in its size, business and functions in years to come, as our national development is closely related to our educational development. Naik has pointed out the significance of education in these words:

As education is the most significant factor in development, this is equivalent to saying that entire future of country would largely depend upon the development of Indian education during next 10-15 years.\textsuperscript{3}

Hence there is a great need for modernising the educational administrative machinery so as to enable it to shoulder the new

\textsuperscript{2} S.N. Mukerji (ed.): \textit{Administration of Education in India}, A symposium (Baroda: Acharya Book Depot, 1962), p.76.

responsibilities and to function effectively in the larger interests of the nation. Existing administrative practices and procedures are to be studied and evaluated critically, before we take up the programme of reforming them.

Educational Administration today

Educational administration in India has not yet assumed a new role as a service-agency. Many educationists recognise the need to make it serviceable and efficient to implement the national objectives.

Moehlman speaks of modern educational administration in the following terms:

Administration is essentially a service activity, an agency through which the fundamental objectives, of the educational process may be more fully and efficiently realised.⁴

Educational administration is a part of public administration. At present in our country, public administration has grown to a large extent because governmental activities, now range from local affairs to international endeavours. As a result educational administration has also grown up very much, since the proliferation of schools has taken place in an unprecedented proportion being the public concern in our democracy.

French and other define educational administration as follows:

Educational administration, therefore, along with the administration of social-service organisations of educational, religious or philanthropic nature, quasi-public in character may be regarded as in the same class as governmental administration and may be considered as in the same class as governmental administration and may be considered as public administration.  

Hence educational administration can be rightly considered as a part of the public administration at large. However, educational administration in India, before independence, was considered to be bureaucratic in nature and, therefore, not compatible with the democratic era of free India. Sayidan writes:

'Administration' in India developed certain habits of mind and stereotypes of action which has slowed down the speed and efficiency of our people in all departments of national life. This would be understandable anywhere but is specially so in the field of education which does not lend itself to the bureaucratic approach.

Similar views were expressed by a many other educationists of our country. Lulla remarks in his comparative study of educational administration of U.S.A. and India:

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Unfortunately, the educational institutions of India are also operating in within the steel frame work of bureaucratic administration... The existing institutions also find it awkward to veer from the traditional role or to take new lead in education without incurring heavy risks. So, the possibilities for improvement depend upon the necessary changes within the present administration.7

The consensus of expert opinion on the characteristics of the educational administration in India was as follows:

- It had been bureaucratic in nature.

- It was only developed to satisfy the narrow needs of the foreign regime.

- Its purpose and goals had not been in tune with the national interests of free India.

- The organisational structure was proved to be insufficient and inadequate for the growing tasks of democracy in India.

- Administration had been 'inhumane' and impersonal in functioning.

- The State Department of Education did not assume much leadership role in education.

Hence the educational administrative machinery was required to be re-modelled according to the needs and purposes of the independent nation.

National reconstructural endeavours have been taken up now and educational reconstruction is a part of the above programme. Educational reconstruction is to be carried through introduction of educational reforms. Educational administration is the means for effecting reforms. Hence reformation of educational administration itself has become the pivotal activity of all reconstructural programmes of education in the nation. The Kothari Commission observes:

A systematic and imaginative system of supervision and administration can initiate and accelerate educational reforms. On the other hand a rigid bureaucratic approach can stifle all experimentation and creativity and make educational reconstruction impossible. 8

Hence educational administration today is in the process of restructuring. New set up has not "yet been shaped to replace the old one. Efforts are being made at the centre and in the states to" remodel their administrative structures so as to meet the needs and conditions of modern times. Mukerji remarks:

In fact, the magnitude of the problems facing today is taxing the leadership and the resources of the state departments of education to the utmost. These

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problems cannot be solved effectively if departments are forced to operate under organisation structures which are not conducive to efficient functioning.  

Organisational structures of administration are to be modified from the time to time in accordance with the changing circumstances. So reconstruction of educational administration has become one of the imminent tasks to be tackled by the eminent educationists, educational planners and educational administrators.

Harold Webster, while speaking of "operations research" refers to the evaluation criteria as the minimum essential. He says, "where any quality criteria exists the logic operations research in applicable, but it has not been put to work to any extent in schools except intuitively perhaps, and his moves it back into the domain of administrative decision-making, which may or may not be based on reliable data and secretely defined operations."  

In assessing education as such, two aspects must be clearly distinguished. One is the nature and quantum of the instruction that is visualised and actually provided. The other is the organisation and management of the system under which it is provided.

Not a few have explored and evaluated the nature and scope of instruction, its quality and adequacy, but not many have paid enough attention to the administration of education, its structure, execution and supervision. This is a vital question in a welfare state, where the tax-payer has a stake in the expanding of resources and a right to information and evaluation of the same.

In the research it is proposed to investigate the question with reference to the state of Andhra Pradesh, right from its inception in 1956 to 1976 a period constituting two decades. The chief concern of the proposed inquiry shall be: 1) What are the precise goals of education as formulated by our policy-makers? 2) What is the machinery that is provided for achieving them? 3) How far is it suitable for the task: what are its merits and defects? 4) How in the machinery supervised and how far can the defects be rectified? 5) How would the system be judged under any cost, benefit analysis? 6) What are the ways and means by which both the instruction and administration can be improved? 7) How far are the shortcomings due to the "negative drag" of the social environment and how can they be solved to make instruction and its administration such more effective?

Education apart from being a means to intrinsic edification of the individual, is charged with more complex task of integrating him with the community and the environment. Liberal education was engrossed in the enrichment of the human mind by intensive
exposure to the challenging classics. Modern education, on the contrary has for wider, if humbler goals, such as training citizens, to shoulder social and national responsibilities, particularly, so in a free democratic, secular and socialist republic like India. The aim and emphasis of education in such a comprehensive context is to effectively train the younger people and equip them with the mental and moral frame for a maintaining permanence and attaining progress at the same time. Education with a social slant is therefore accented to reconciling, to fusing and harmonizing that may otherwise prove to be inimical elements.

The task of education in India after independence has been to overcome the colonial legacy of the British tradition in India and to democratize and modernise the training from first to last. It was involved the enormous job of transforming education from focussing on the elite, on enriching their mind and equipping them as members of the ruling class, to liberating itself to become an effective instrument of an egalitarian programme of training all the citizens and developing their talents and skills, by providing really equal opportunities, and interacting them all as equal members of free organic community. In short, education must now be viewed and assessed as in instrument of social transformation.
Research in Educational Administration

Search and research have been handmaidens of human progress and development. Research in education has gained fillip after the attainment of independence.

Research in educational administration is essential as it would enable educationists and administrators of education to plan and implement educational programmes and effect reformation so to improve administrative efficiency and academic standards.11

Review of Related Research

It will be interesting in the context of this study to review briefly the related research in educational administration available in our country.

A brief perusal of the Indian Educational Investigations in the field of educational administration shows that the research at the Ph.D. level in the field is too meagre. There are only three researches covering administrative problems of education, educational authorities and educational finance.

THE PROBLEM

Educational Administration in different states had been subjected to a number of desirable reforms since the advent of inde-

pendence in our country. With the reorganisation of states, Andhra Pradesh had its birth, combining the three-year old Andhra state and a major portion of the erstwhile Hyderabad state, specially the Telangana region on the 1st November 1956. Consequently education departments, with two different traditions of former Madras Presidency and those of the Nizam's Dominions, have been fused together to become the Education Department of the newly-born state of Andhra Pradesh. From its inception, various reforms in educational administration have been effected, which in fact, reflected the national endeavour, to a great extent in this respect. But there has been no attempt to assess the efficacy of such changes and reforms made in the educational administration of Andhra Pradesh over a decade.

The problem of this study is stated as follows:

A critical study of Reform in Educational Administration introduced in Andhra Pradesh during 1956-1976.

Rationale for the study

After attainment of independence, administration of education has been subjected to radical reforms. Critical studies of the reforms effected in different states or on all India level, would enable the educationists and administrators to review their past deeds, modify the present undertakings and work out the future
plans and programmes of reformation and action. Adequate educational research on educational administrative reforms is an imperative need for furtherance of the cause of education, as it helps in planning future reformation and its implementation. Appraisal of reforms introduced is quite important as there can be no progress unless assessment of the present achievements is made objectively and critically. Research and appraisal are essential steps in the path of progress in the field of education or educational administration.

Need for the reforms

Educational reconstruction, which forms the basis of national and social reconstruction, has been undertaken by the Centre and the States after we got freedom with a view to developing our country. Educational reconstruction is to be carried out through introducing reforms in various fields of education.12

Importance of the study

Ever since we had independence, each state has been experimenting with educational administrative reforms in its own way. Their experiences have been varied. There were no attempt at effecting educational-administrative reforms as a concerted or concentrated endeavour; nor were there any national programmes to evolve

at a national pattern of administrative structures of education which would be more refined and more efficient than the present ones, though it has been universally agreed upon that the existing structures are not compatible with the modern regime of our Democratic Socialist Sovereign Republic.

**Justification of the study**

The study of the said problem is justified from the following detailed considerations.

1. No attempt has been made so far either to study or evaluate reforms in educational administration introduced in Andhra Pradesh.

2. Appraisal of the already introduced reforms provides basis for better planning and implementation of future re-reforms in the field.

3. The experiences of Andhra Pradesh in the matter of reformation of educational administration may serve other states in viewing and reviewing the state of their administrative machineries of education and effecting necessary modifications.

4. Since in no state or on all India level such a study has been taken up, this attempt may be opening a new venue
of educational research in the field of educational administration in the country; and

5. Appraisal programme of reforms in educational administration forms a basis for a typical empirical or operational research.

PURPOSE OF THE STUDY

The main purpose of the investigation is to make a critical study of the reforms in the field of educational administration effected in Andhra Pradesh, after its inception as a major linguistic State in the nation, and to appraise the same on popular and executive levels, while giving a detailed description of the educational administrative set up of the state up-to-date as against the background of that one at the centre.

Specific Objectives of the study

The following are the specific objectives which the investigator has obviously kept in his purview:

1. Recording the genesis, evolution and development of educational administration in Andhra Pradesh from 1956 to 1976.

2. Giving a correct and comprehensive picture of educational administrative machinery of Andhra Pradesh up-to-date
till 1976 in the context of the developments in the adminis-
tration of education at the centre.

3. Discussing the progressive trends in the reforms of educa-
tional administration in the state and assess the reforms
enforced.

METHODOLOGY OF THE STUDY

The method of investigation involves documentary evidences
and survey of expert opinion on the subject. In brief, efficiency
of executive functioning and popular satisfaction formed the impor-
tant evaluative criteria to assess the success or failure of the
reforms under investigation.

The data is collected by a close study of documents and
administration of tools of investigation as well.

The sources of information are usually classified into three
kinds.

1. Primary sources: e.g., experimentation, first hand informa-
tion, doctoral dissertations and monographs, professional
journals, letters, dairies, reports of government and other
agencies. Universities and other research societies, news-
papers, newspaper's reports and the like;
2. Secondary sources: e.g., Summaries of books, reports, research papers and other factual information; and

3. Tertiary sources: e.g., Textbooks and other published materials.\textsuperscript{13}

In this investigation all the three kinds of sources have been made use of extensively to collect the data.

Theoretical Frame to Reference

Any research that is bound to be of some vail should be based on some theoretical basis. Webster overserves:

"...research that is not guided by some theory, either implicitly or explicitly, is likely to be wasteful of time and effort. Theory is needed, and preferably explicit theory, because it makes possible careful decisions that some research operations are preferable to others....."\textsuperscript{14}

The theory that is explicit in this research is the implicit faith in the democratic outlook and procedures.

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SCOPE AND LIMITATIONS OF THE STUDY

The scope of the study involved the following point:

Educational administrative reforms introduced in Andhra Pradesh during 1956-76 are only studied in detail.

CHAPTERIZATION/ORGANIZATION

The study is divided into nine chapters:

Chapter I, an introductory chapter, deals with the main objective of the study, methodology, rationale for the study, need for the reforms, importance of the study, justification of the study, purpose and objectives of the study and scope and limitations of the study. Though the annual expenditure on education is more than 100 crores, there is a feeling that administration has not been able to meet the fel needs of its clients, students, teachers and various kinds of managements.

Chapter II deals with general background of the state and the historical review of the educational administration of the state.

Administrative status and physical features of the state educational ladder and size of the organization, historical review of educational administration, Today's system is a synthesis of former Nizam's Dominion and Andhra region in 1956. These two systems have been amalgamated with the formation of Andhra Pradesh in 1956.
Administration in Nizam's Dominion Administration in Andhra region at all levels in details. Administrative changes in 1956-76 organisational change in 1965- role of educational officer in the local bodies before 1985- policy and goals of education.

Chapter III deals with summary of acts, codes and rules - their legal foundations - 1) Machinery for educational administration at state level, 2) Directorate level act up, 3) Board of Intermediate Education, Board of Secondary Education and Commissioner for Examination, District level set up, Block level set up other agencies handling education, Legal Government voluntary organizations.

Chapter IV makes an attempt to describe the administrative processes in the various sub-systems of the state education system which includes the goals, primary tasks, linkages, internal structure and administrative procedure of these sub-systems.

Chapter V is on the existing - Recruitment methods - promotional avenues - training of direct recruits - training of teachers and other personnel - service conditions - welfare measures and code of conduct GPF pension benefits etc.

Chapter VI presents need for planning, defects in the present planning, need for institutional planning, machinery needed for planning, agency for implementation evaluation at all levels, special schemes for weaker section, recasting of the present procedure in the planning.
Chapter VII examines the existing conditions in supervision and inspection at different levels, Role of inspecting offices, frequency of inspection and its follow up review of the inspection reports need for the change in the mode of inspection and supervision of educational institution.

Chapter VIII deals with organisation set-up for budget-making procedure for preparing a budget, allotment of funds and sanction of expenditure, administration of grants-in-aid scheme, adult in the educational institutions, delegation of financial powers to the lower functionaries.

Chapter IX which is a concluding chapter highlights recommendations for streamlining the administrative machinery and effective financial management.