CHAPTER - VII

CONCLUSIONS AND SUGGESTIONS
7.1 CONCLUSIONS

The foregoing pages have presented a detailed discussion on the origin of the educational policies and administration in India from ancient days to modern times, with particular reference to those adopted by various Governments at the central and the state levels.

Having dealt with the evolution of the educational administration in India with special reference to Andhra Pradesh the study focuses on the historical development of T.T.D. as well as its administration and functions.

The administration of the temples at Tirumala, Tirupati and Tiruchanur were under the control of the Mahants of the Hatheeramji Mutt from 1843 to 1933. It came under the control of the Government of Madras presidency for the first time in 1933, through a separate Act passed in 1932. This Act for the first time introduced the name of the Tirumala-Tirupati Devasthanams (T.T.D). Since then the administrative control of T.T.D. has been in the hands of successive Boards of Trustees and Commissioners/Executive Officers appointed by the State Government.

Though T.T.D. is a religious organisation, it has been evincing interest in secular education for utilising its surplus funds purposefully. As early as 1886 the utilisation of the temple-funds for the promotion of secular education was initiated by the Mahant through establishing Sri Venkateswara Hindu High School at Tirupati. Gradually, the educational activities were extended by taking over and setting up certain other institutions. In 1945 the T.T.D. Management
entered into the field of higher education by establishing S.V. Arts College. Later, several other educational institutions were established by it.

At present, there are twenty eight educational institutions of different types run by T.T.D. The administration of all these institutions has been posing innumerable problems to it in terms of personnel administration and expenditure. In order to deal with those problems a separate Education Section, with the Devasthanam Educational Officer as its head, has been created. But it does not appear to have improved the educational administration in T.T.D. considerably.

This situation has led to multifarious problems relating to personnel management in the educational institutions. The administration of those institutions, for instance, is carried on by the T.T.D. Management in accordance with the educational rules of the Government. There is an apparent contradiction in T.T.D. adopting the rules of the Government for the purposes of general administration, while following the rules meant for private educational institutions, in the administration of the educational institutions. The Management has to decide whether they should follow the rules governing Government institutions or those meant for private bodies. At present the T.T.D. Management seems to take recourse to either of these rules according to its convenience. This variation may often be due to the varying perceptions of the staff working in the education section of T.T.D. at different times. Yet the chances of the Management's attitude in such matters being swayed by partisan considerations at times cannot be ruled out. Such disparities are usually evidenced in the recruitments, promotions and transfers of the personnel.
However, the Management has generally been magnanimous to the employees of its educational institutions. It has been paying the salaries and arrears, for which they are eligible, from its own funds without waiting for the Government grants, unlike the managements of other aided educational institutions. It has also been extending the schemes meant for the welfare of the employees to all of them without any discrimination.

The T.T.D. educational institutions have acquired a great deal of prestige over the past decades. And there is a tremendous rush for admission into them. This, along with the need to accommodate all the local students, has been resulting in the violation of the teacher - student ratio and promoting of indiscipline in some of the institutions. The effect of these factors upon the results produced by these institutions is understandable, though they frequently get exposed to severe criticism on that score.

The expenditure incurred on secular education by the T.T.D. Management has often been inviting adverse comments. In fact, such expenditure can be minimised by getting the Government grants for which the majority of the T.T.D.-run educational institutions are eligible. It involves strict adherence to the rules and regulations laid down by the Government to become eligible for grants-in-aid. The T.T.D. Management often seems to lag behind in the matter. The need for improvement in the educational administration of T.T.D. assumes special importance in that context.

The researcher has, therefore, ventured to offer certain well-considered suggestions that help the solution of the problems confronted by the T.T.D. Management in the administration of its educational institutions.
7.2 PROBLEMS AND SUGGESTIONS

1. The Tirumala Tirupati Devasthanams came forward to utilise its surplus funds on secular education. This policy faced severe criticism from certain quarters. T.T.D. ignored the criticism and stuck to its commitment. Now it is contributing to the promotion of education in all spheres-religious, oriental, general, professional and technical. From the opinions expressed by employees of T.T.D. it is clear that the majority supported the principle of utilising the surplus funds on all types of education.

T.T.D. thrives on the donations offered by Hindu devotees. So it has a social commitment to safeguard the interests of this community. Yet, its willingness to exert itself for the common weal of the people at large is in tune with the catholicity of Hinduism. Secular education has generally been helpful to people for earning a livelihood. T.T.D. has, therefore, stepped into that field. Among the twenty eight educational institutions run by T.T.D., schools for the deaf, the handicapped rehabilitation centre, the centre for traditional sculpture training, vedapathasala, oriental-schools and colleges must necessarily be maintained by it in order to promote the Hindu culture.

The other institutions which impart general, technical and professional education are, in fact, incurring a lot of expenditure, though a sizable part of it is reimbursed by the Government in the form of grants. If the Management takes special care to comply with the rules and regulations formulated by the Government, it can get back the bulk of the expenditure incurred on these institutions. Thus, T.T.D. will be able to take the wind out of the sails of those who are critical of the expenditure being incurred on secular education.
2. The enthusiasm of the Management to start educational institutions seems to have flagged in course of time. The creation of a provision in the T.T.D. Act for handing over the educational institutions either to the Government or to any other organisation if Management so desires testifies to that fact. This move was, however, opposed vehemently by the teaching community of the T.T.D. institutions as well as the local public. Ultimately the proposal was deferred. The problem still hangs over the T.T.D. educational institutions like Damocles' sword.

The majority of the opinions, collected, are against the handing over of the educational institutions to any one. It is true that there is indiscipline in these institutions. The powers concentrated in the hands of the Executive Officer, T.T.D., have made it difficult for him to cope with his responsibilities towards the educational institutions. Although there is the Devasthanam Educational Officer with a number of powers delegated by the Executive Officer, the desired results are not being obtained. Anyway, the Management should not dispense with the educational institutions on that score. It should pride itself upon the achievements of its educational institutions. Provision in the Act for handing over the educational institutions must be deleted in the interest of the public as well as the T.T.D. employees.

3. The T.T.D. Management feels that it is overburdened by the maintenance of educational institutions. It is true that the duties and responsibilities of the Executive Officer are increasing everyday due to the ever-increasing flow of pilgrims and the various policies adopted by the Government. The Devasthanam Educational Officer, is expected to share the burden of the
Executive Officer in respect of the educational institutions, but the expectations in this regard are not fulfilled because of the gap in the authority of the hierarchy. The post of the D.E.O. has been upgraded from that of the Inspector of Schools to that of the Regional Joint Director in the Education Department. But this upgradation is not effected in the T.T.D. hierarchy. Consequently the post remains ineffective and infructuous, thanks to the limited powers vested in the incumbent.

The educational institutions can be managed better by vesting more powers in the D.E.O. to decide on the issues independent of the E.O. In order to achieve this it is desirable to reduce the gap between the two posts i.e., E.O. and D.E.O. by upgrading the post of D.E.O. to the cadre of Joint Executive Officer. However, the policies and financial matters shall be decided by the E.O. In addition to the powers delegated to the heads of the educational institutions they must also be given powers to decide academic matters as well as service and establishment matters of the staff working in the respective institutions. This will enable the administration to deal with the matters effectively and take quick decisions. Excessive burden will not be felt at any level. This leads to a proper distribution of powers in the administrative hierarchy.

4. Ever since the creation of the post of the Devasthanam Educational Officer in 1966, there has been no consistent policy in the appointment of D.E.O. Initially the post was filled up by direct recruitment. It was later replaced by loan of service either from Government or from T.T.D. degree colleges. The tenure of the loan of service is too short for the incumbents to bring about any progress in the administration. Moreover, they often developed vested interests and invited public criticism.
(A) It may be desirable to appoint a senior lecturer to the post of the D.E.O. on the basis of selection for a fixed tenure of not less than five years. The person so appointed being a permanent employee of T.T.D., who is well-versed in the rules and regulations of the A.P. Educational administration and conversant with the specific problems confronted by the educational institutions, may be able to do justice to the post more than an outsider. If such a person is not found in the T.T.D. educational institutions, the Management is justified in resorting to loan of service.

The D.E.O. shall have a sense of commitment to improve the administration of these institutions. The E.O. also can have direct control over the D.E.O. to ensure that the latter discharges his duties and responsibilities in conformity with the general policies of the T.T.D.

The general opinion of the T.T.D. employees is also in favour of appointing one from the T.T.D. educational institutions to the post. No doubt, such a person may have a better understanding of the problems. But at the same time, he is likely to be overly liberal and indulgent in dealing with the employees. He may also get exposed to the charge of being partisan in his dealings with some of them. Hence, there is a need for ensuring that the person appointed to the post is not only well qualified but also noncontroversial.

(B) In view of the difficulty in finding a single person who is conversant with all the rules and regulations governing the multifarious types of educational institutions run by T.T.D., the desirability of bifurcating the education section into two separate sections under separate educational officers may also be
desirable. One of them can be of the cadre of the District Educational Officer to look after all the institutions of primary and secondary levels. He may be designated as D.E.O. (Schools). The other officer can be of the cadre of the Regional Joint Director of Higher Education. He can look after the colleges and other institutions and may be designated as D.E.O. (colleges). The two officers have to be brought under the direct control of the Executive Officer in the interests of effective and efficient administration of the institutions.

In the event of such a bifurcation being effected, the appointment of a senior and well-qualified teacher from one of the T.T.D. schools to the post of the D.E.O. (schools) may be considered.

5. The non-teaching employees of the T.T.D. educational institutions owe their allegiance to the staff working in T.T.D. general administration. And they often evince little interest in the educational institutions as they are transferable. Further, the functions of the general administrative staff and the non-teaching staff of educational institutions being different, they often fail to do justice to the posts in educational institutions, which demand knowledge of educational rules. Besides, the Management gets from the Government only the minimum in the time scales for the ministerial staff as grant, as they are not appointed exclusively for the educational institutions. Therefore, a separate educational pool of the non-teaching staff was created by the Management in the year 1981. But it had to be withdrawn owing to lack of co-operation from the employees.

The feasibility of constituting a separate body of non-teaching staff for educational institutions by appointing them exclusively for those institutions has
to be examined afresh. The necessary enactment may have to be made for safeguarding the interests of these employees. Thus the efficiency of the educational administration in T.T.D. is bound to improve. The loss of grant can thus be avoided, too.

6. The posts of the heads of the institutions are often kept vacant, particularly in the institutions of higher education, for long periods, without plausible reasons. For example, S.P.W. Polytechnic and some other institutions have been kept under the charge of the senior staff of the respective institutions. This leads to displeasure and discomfiture among the members of the staff. The incharge heads of these institutions are not able to deliver the goods, as they are at the mercy of the superiors even in petty matters.

The head of an institution has to strive for the well-being and progress of that institution. A person left incharge of such an institution on an ad-hoc or temporary basis being only one among the equals usually fails to achieve success in that task. So, the appointment of a regular head for every institution becomes a sine qua non for its success. The loaning of persons from other institutions, overlooking the interests of the qualified and experienced staff of these institutions is likely to do more harm than good. The seniormost staff member of the respective institution must be promoted and appointed as the head of it, provided he is qualified, for the post. Wherever qualified persons are not available among the existing staff, the post must be filled up by direct recruitment. The head of the institution on his part, should assert his position and command the respect of the Management. He should not yield to any kind of pressure and allow himself to be swayed by extraneous considerations.
7. According to the Government policy, the Management can appoint Assistant Head Masters/Vice-Principals in the educational institutions on the basis of the strength of the students. This policy is adopted in schools, but neglected in the colleges of general education. Consequently, whenever the Principal happens to go on leave or his post falls vacant for other reasons, a vacuum is created dislocating the whole administration. And problems of indiscipline also tend to crop up in the permissive atmosphere generated by that vacuum.

It is, therefore, necessary to promote a secondary leadership in the educational institutions by appointing Vice-Principals adhering to the Government policy in this regard. Such appointments will lessen the burden of the heads of the institutions, on the one hand, and help impart useful training to others to shoulder responsibilities, on the other. A person thus trained as Vice-Principal can gain valuable experience to run the institution in case he is appointed as Principal in the later years.

8. Some of the teachers of the T.T.D. Educational institutions are engaged in giving private tuitions. Consequently, their co-operation to the head of the institution in running the institution on sound lines is often found lacking. Further the teaching standards in these institutions have also been declining giving scope for increased indiscipline. The students, who enjoy the facility of having private tuitions tend to ignore their regular classes. This tendency leads to the problem of attendance and various other inter-related problems. So giving off private tuitions by the members of the teaching staff of the T.T.D.
educational institutions is a bane not only to these institutions but to the entire society. There is a lot of criticism against the attitude of teachers in this regard.

The T.T.D. Management has not been paying adequate attention to this problem. It may be noted here that the Medical Officers of T.T.D. are prohibited from engaging private practice which is allowed to their counterparts in the Government. Engaging tuitions is banned by the Government as well as the T.T.D. Management in principle. But the ban is not enforced. It is surprising that the Management which can prevent its Medical Officers from doing private practice is not able to be effective in banning private tuitions. Such a ban will help solve several related problems and improve the atmosphere in the educational institutions.

9. The T.T.D. Educational institutions maintain the age-old courses in schools as well as colleges. The Governments at the Centre and the State have issued a policy-notification stressing the need for introducing vocational courses. The T.T.D. Management has not chosen to introduce these courses. Further, there is duplication of courses in the colleges with uneconomical strength in certain groups, resulting in unnecessary expenditure.

The introduction of vocational courses seems to be the need of the hour. Without succumbing to the opposition from various quarters, the Management should come forward to introduce vocational courses both in schools and colleges, which will be a real service to the society. Further, the proposal mooted by C. Anna Rao, a former chairman of the T.T.D. Trust Board, to reorganise the colleges as arts, science and commerce colleges may be worth pursuing. In the
present circumstances, marked by dearth of teaching staff, may be congenial for effecting such a separation. It will help avoid uneconomical strength and promote the introduction of new courses. The majority of the respondents are favourable to the reorganisation of the two existing men's colleges into three separate ones for arts, sciences and commerce.

10. Promotions are unavoidable in growing institutions. Although the educational rules at the outset ordain all posts as selective, the Government has yielded to the demands of the associations and provided several promotion channels to the inservice candidates, subject to certain conditions. The T.T.D. Management, however, has not been pursuing a consistent promotion policy.

The Management should follow the promotion policy recommended by the Government for aided educational institutions. Promoting the interests of certain individuals under the pretext of upholding the claims of the existing staff, the Management should not close the doors for direct recruitment. Both direct recruitment and promotions should go hand-in-hand for the benefit of its educational institutions.

11. Various irregularities are found in the personnel management of the T.T.D. Educational institutions. Some of the teachers have been promoted without work-load. In a particular case many were recruited to fill up a single leave vacancy with a commitment to absorb them in future vacancies. The services of some of those who were appointed in the vacancies caused by the study leave of permanent employees were terminated, while some others were continued. Some were recalled without interview after being ousted. In these
instances the Management violated the norms of recruitment and the rules of the Government. These raised a number of legal problems in T.T.D which are yet to be solved. Such instances exposed the Management to criticism.

Some irregularities in the administration of an organisation so big as T.T.D. are bound to come. But a little more attention in matters relating personnel management may go a long way towards preventing such irregularities. The Management should strive to be worthy of its proud legacy. The tendency to yield to individual and political pressures is highly unbecoming of T.T.D. which thrives upon the donations of Sri Venkateswara’s devotees. If irregularities are committed, the management should not allow the culprits to go unpunished. The fear of punishment alone can discipline the cadres, both lower and higher.

12. T.T.D. has established a number of educational institutions of various categories governed by or affiliated to various agencies. The rules and regulations relating to the personnel management enforced by those agencies are different, as they are governed by different G.O’s. The T.T.D. Management has to apply those G.O’s to the respective educational institutions. But for various reasons the rules are often interpreted differently with reference to different individuals in accordance with the whims and fancies of the Management.

T.T.D. being an autonomous organisation, owning a number of institutions of different categories, should not give any scope for confusion in the implementation of the rules of personnel management. All the employees of the T.T.D. educational institutions are proud of their status as T.T.D. employees.
There are instances in which they have refused to be absorbed either in the Government Service or in a bigger organisation like the University.

As such T.T.D. should have its own unambiguous rules and regulations of personnel management without allowing scope for legal complications.

13. At present some of the T.T.D. educational institutions are not properly accommodated. S.V. Junior College, for instance, was started in 1972 and has not been provided with its own building so far. The accommodation available in some institutions is becoming inadequate owing to the increase in the strength of students and the introduction of new courses. The S.V. High School building is accommodating more than one institution with large crowds of students who are forced to sit under the shadows of trees.

The Management has to solve the problem of accommodation in the educational institutions by constructing new buildings with the required facilities.

14. The students of the T.T.D. educational institutions, particularly the colleges of general education, boycott classes more frequently than those of others in the state. It is a fact that the students of these institutions react against every petty cause pertaining to the respective college and its hostel or other issues.

T.T.D., being a pious organisation, should make all its activities in consonance with its piety. Unfortunately this fact is not focused either in the Management of the institutions, or in the behaviour of the student community.
In spite of all the facilities provided in the T.T.D. educational institutions, which are far better than those available in any other institution in the State, the students often resort to boycott of classes under various pretexts. This tendency has to be nipped in the bud. This can be done by involving the entire teaching community in the matters concerning the discipline of the institution. For that purpose there must be a student-welfare-officer in each institution to help its head. He could be a senior member of the faculty. He has to look into the problems of the students. Further, the Management should have its own rules and regulations to deal with the miscreants who are usually just a handful. It should also have a strong determination to punish the erring students regardless of their social or political status.

15. Formerly, the hostelites were studious. Now hostels have got reduced to dormitories and dining centres. Therefore, students try to get into them using all sorts of methods. This has resulted in overcrowding in the hostels, particularly in colleges of general education. The overcrowding, in its turn, has created the problem of indiscipline. The tutorial system in the hostels has been dispensed with, as no one comes forward to shoulder the responsibility of managing crowds.

The Management has a part to play in maintaining discipline in the hostels. Right from the admission of students to the appointment of the warden and the deputy warden of the hostel the Management may have to involve itself. The rules in vogue in the hostels must be suitably revised bearing in mind the need of maintaining discipline. And such rules must be applied ruthlessly. A studious atmosphere must be created in the hostels by restricting the admission
only to meritorious and needy candidates. And the admission has to be restricted to the number of seats available in each hostel. There must be a committee, comprising all heads of educational institutions and the D.E.O. with the Executive Officer as chairman, vested with adequate powers to deal with the problems arising in the hostels.

16. The T.T.D. Management has a quota of 10% of seats in every group in the colleges of general education, in addition to the 10% reservation available to the children of the T.T.D. employees. The Management quota is frequently misused for admitting students with very low marks in the highly coveted courses in which only students who have scored very high marks can be admitted. Further, this quota is used in favour of non-local students sacrificing the interests of the locals.

The majority of the respondents, whose opinions have been ascertained in the matter, are against this Management quota in the admission of students in colleges. So, the quota must be either reduced to 5% (as it was prior to 1993-94) or totally dispensed with. The Management has to recommend only candidates who have secured good marks under this quota in the interests of the academic standards and discipline in these institutions.

17. The T.T.D. Management often resorts to transferring the teaching staff without valid reasons. And in some cases such arbitrary transfers result in the loss of the grants paid by the State Government. Sometimes, such transfers also vitiate the atmosphere in the institutions by introducing rivalries and misunderstandings.
The transfer of the teaching staff in the educational institutions of T.T.D. has to be governed by some rules and regulations. In case the transfer of a member of the teaching staff becomes unavoidable the Management should effect it in such a way that it does not lead to any loss of the Government grant.

18. The results produced by the T.T.D. educational institutions are not always commensurate with the quality of the facilities provided, though they compare favourably with those produced by the other institutions. The decline in the results is particularly conspicuous during the recent years. It may be attributed partly at least to the absence of proper evaluation systems in the institutions. In fact, some of the colleges of general education do not normally conduct any examination before the students are sent for the university/public examination.

The Management has to evolve and enforce proper methods for the admission and evaluation of the students. It has to ensure that the teacher-student ratio is strictly adhered to. The accountability of the teacher must be enforced, too. Parents must also be involved in the process. Some incentives to the best students, classes and teachers must be provided by the Management. Healthy competition must be encouraged in the institutions. Admission should be made on the basis of entrance tests.

19. At the outset, T.T.D. stepped into the field of education to utilise its surplus funds purposefully, but in course of time the growth of the educational institutions and the consequential increase in the expenditure on these institutions prompted it to think of getting the money spent on educational
institutions reimbursed. It has thus begun claiming the grants-in-aid sanctioned by the Government to private educational institutions. But the Management has often failed to fulfil the conditions laid down by the Government for getting full grants. Some of the T.T.D. institutions are not admitted into grants-in-aid as yet. The Management has, in fact, been blaming their failure in this regard on the institutions concerned.

As already stated the Management often transfers the members of the teaching staff indiscriminately and loses the Government grants. There are a few other lapses, too, on the part of the Management. It has to apply for grants-in-aid on proper lines and at the appropriate time; it should submit the financial statements for the verification of the officers concerned well in time and deputations and transfers of the teaching staff should be avoided as far as possible. Whenever a transfer has to be effected, the prior permission of the concerned funding authority must be obtained. The Government may be requested to release grants in respect of sanctioned posts irrespective of the persons working in them. The Management should not yield to pressures in appointing teaching staff when the work-load does not permit such appointments. The non-teaching staff may be kept permanently in the educational institutions without being transferred to the general pool and vice-versa. The Management should take the necessary steps in these matters.

20. A close perusal of the financial statements and grant-in-aid orders shows the extent of the wastage being caused in the expenditure on educational institutions. The Management has benevolently extended all facilities to the educational institutions. They have been provided with electrical equipment and
telephone facilities. But there is a lot of misuse and wastage on these two counts. As the amounts spent on these items are not reimbursed by any agency, the Management should take the necessary steps to minimise such expenditure by preventing wastage.

21. The T.T.D. Management has magnanimously extended pensionary benefits to the teaching staff working in its educational institutions on par with those working in Government institutions. The teaching staff working in other aided institutions had been denied this benefit till recent times. Only recently the Government has extended the pensionary benefits to the teachers of private aided educational institutions.

The T.T.D. Management has been paying pension to its teaching staff from the temple funds without getting the amounts re-imbursed by the Government. While it is desirable to pay the pension out of the temple funds for avoiding inconvenience to the retired staff, it may be necessary to take appropriate steps for getting such amounts re-imbursed by the Government.

The Study so far, has focused on certain problems in the educational administration of T.T.D. It is hoped that the suggestions offered, if implemented in the right spirit, will go a long way towards improving the administration of the T.T.D. educational institutions.