CHAPTER - II

EDUCATIONAL POLICIES AND ADMINISTRATION IN INDIA AND AHDHRA PRADESH
This chapter is divided into three parts dealing with (1) the development of education and the educational policies in India (2) the development of educational administration in India and (3) the administration of education in Andhra Pradesh.

2.1 EDUCATIONAL DEVELOPMENT AND VARIOUS EDUCATIONAL POLICIES

For a proper understanding of the administrative system of education, it is desirable to study the need, the social status and the perspectives of education existing at different periods. Education in the past was totally a private enterprise available for the privileged. But at present, it being meant for the common good, is considered the responsibility of the State. In order to meet the new challenges in the administrative system due to the expansive nature it may be necessary to study the development of education on the one hand and the development of the administration on the other.

2.1.1 IMPORTANCE OF EDUCATION

While the biological aspect of human life is maintained and transmitted by nutrition and reproduction, the social aspect of human life is maintained and transmitted by education. In the primitive society the primary needs of man comprised food, clothing and shelter. With the progress of civilization, however, these primary needs have been multiplied. Now they include education,
recreation and health also. And education occupied the primary position as the man is distinguished from the lower animals primarily by his "educable ability."¹

Philosophers and thinkers from Socrates to Dewey in the West and Yajnavalkya to Mahatma Gandhi in the East have defined education in accordance with their philosophy of life, with the result that there emerged divergent concepts and definitions of education.² One of the cardinal reasons for variance in the interpretations and definitions of education is the multi-faceted nature of the human personality and the complexity of the human environment.

Several thinkers and philosophers have tried to explain the meaning and the relevance of the concept of education. Gandhiji, for one, says:

By education I mean an allround drawing out of the best in the child and man-body, mind and spirit.³

In the words of John Dewey,

"Education is the development of all those capacities in the individual which will enable him to control his environment and fulfil his responsibilities."⁴

The education enables man to adapt himself to the circumstances in which he lives. It also brings about a harmonious development of physical, intellectual,

⁴ Ibid.,
aesthetic, social and spiritual powers. It is essential for the overall development of the human personality.

The importance of education is such that some educationists have linked it with the national development. The report of the Education Commission, 1964-66, titled as 'Education and National Development', emphasizes it:

"If the pace of national development is to be accelerated, there is need for a well-defined, bold and imaginative educational policy and determined and vigorous action to vitalize, improve and expand education."

The Commission has further observed that it is education that determines the level of the prosperity, welfare and security of the people. It is also maintained that training of character is essential for citizenship, improvement of vocational efficiency, development of personality and leadership qualities.

2.1.2 AIMS OF EDUCATION

Education is the means by which the values, customs, beliefs, traditions and cultures of the society are transmitted. Education is important not only for the preservation and transmission of culture but also for accelerating development in all spheres - political, economic and social. The educational plan, therefore, should reflect the achievements and aspirations of the nation in all

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these fields. In the opinion of Mr. Faure the Chairman of the International Education Commission (1970), the physical, intellectual, emotional and ethical integration of the individual into a complete man is the fundamental aim of education.

2.1.3 HISTORICAL BACKGROUND OF EDUCATION IN INDIA

The study of education in India is as old as the study of the Indian civilization. Dr. F.W. Thomas, one of the most distinguished Indologists, says "There is no country where the love of learning had so early an origin or has exercised so lasting and powerful an influence as India." No doubt countries like China, Egypt and Babylonia rank with India as being the cradles of ancient civilization, but they have not left behind such an enduring heritage as India. Her art and literature, which survive to the present day, bear eloquent testimony to her cultural institutions of ancient days. These institutions live through the ages on account of their system of education, which is acknowledged to be extraordinarily sound.

A historical account of the development of education in India in different ages can be divided into the following periods.

2.1.3.1 **Vedic Period (1500 TO 1000 B.C.)**

The period from 1500 to 1000 B.C. is generally known as the Vedic period. Indian educational and cultural tradition is the most ancient in the world history. The Vedas occupy the first place among the ancient texts which provide knowledge about ancient Indian education and society. In those days the foundation for education lay in religion and religious activities. The hallmark of the Vedic period has been the presence of the rigid class system with its distinct functions. Of the four classes viz., Brahmanas, Kshatriyas, Vaishyas and Sudras, education became compulsory for the first three classes. The Vedas were the main source of education and the teaching was generally oral during this period. Educational institutions known as 'Gurukulas' were established on the outskirts of the towns and villages. These institutions were generally, maintained by learned scholars known as 'Gurus', with the patronage of kings and the rich.

At first the ideal of education was "knowledge for knowledge's sake". But soon after this ideal gave way to a utilitarian aim, the aim, among other things, being to train up the students for a certain profession or vocation in life.\(^9\)

In the words of Atlekar education in ancient India was aimed at promoting devotion to God, feeling for religion, character-moulding, duty-consciousness, efficiency and awareness of national character.\(^{10}\)

\(^{10}\) Taneja, V.R., Op. Cit., p.185

An important characteristic of the Vedic education was that it was not organised by the State. The Gurukulas and other such institutions which were in vogue during the Vedic period were autonomous, having their own pattern of life, their own code of moral discipline and their own versions of the texts of the subjects of study.

However, by the end of the Vedic period, caste system became rigid and the knowledge of the Vedas was monopolised by the Brahmana class. The teaching profession and priesthood in temples were virtually controlled by this class. The stronghold of Brahmanas over religion and education was largely responsible for the birth of two religions, Buddhism and Jainism.

2.1.3.2 Buddhist Period

Both Buddhism and Jainism challenged the supremacy of Brahmanas and their exclusive claim to priesthood. These religions further questioned the authority of the Vedas and opposed the class system. Therefore, education was made open to all castes without any distinction. Unlike the Vedic period wherein teaching was the monopoly of Brahmanas, during the Buddhist period teaching became the privilege of monks drawn from different castes.

As Buddhism flourished all over the country, education centred round the 'viharas' or, monasteries patronised by kings and merchants. Thus, the teacher's home, which was the centre of education during Vedic period, was superseded by the monastery. Teaching continued to be oral as in the Vedic period, but in the method of teaching more stress was laid on debates and discussion. Students from different parts of the world used to come to India to undergo training in
the educational institutions run by Buddhist monks. Universities like Taxila, Nalanda and Vikramasila acquired international reputation. However, the popularity of Buddhism declined as the dominant Hindu religion absorbed the basic elements of Buddhism.

2.1.3.3 Muslim Period

From about 1000 A.D. to 1700 A.D. education in India underwent a radical change. The Ayats, Koran and the Hadiths of the Prophet dominated in the new context. 'Maktabs' or elementary schools were generally attached to the mosques and the type of education imparted in these schools was a blend of religious and secular instruction.¹²

The formal institutes of higher education were 'Madrasas', which were confined only to towns. The medium of instruction was Persian because this was the court language of the time. The learning of Arabic was compulsory for Muslims. Hindu children were not barred from these schools.

In this context it may be noted that in the Vedic and the Buddhist systems, education was exclusively a private affair. But this system was altered radically during the Muslim rule. The Muslim rulers not only patronised scholars by giving them honorariums and responsible positions but also opened State schools and colleges.¹³ The Muslim rule was later replaced by the rule of the East India Company.

¹³ Ibid., p.220.
2.1.3.4 Education under East India Company

The British East India Company which gained a strong foothold in India did not attach much importance to the cause of education in the beginning as it was primarily a trading company. Further it did not recognise the promotion of education among the natives of India as part of its obligation. In this context it is to be noted that the company, in fact, started a few schools but they were mainly meant for educating the children of Europeans and Anglo-Indians. And the spread of Christianity through the established educational institutions had also become the general policy of the Company.14

After 1765, when the Company became a political power in India it changed its policy on education and started encouraging higher learning among the children of Hindus and Muslims.

The Charter of 181315 forms a turning point in the history of Indian Education, as it compelled the East India Company to accept the responsibility for educating Indians. Section 43 of the Charter unequivocally declares:

It shall be lawful for the Governor-General-in-Council to direct that a sum of not less than one lakh of rupees each year shall be set apart for the revival and improvement of literature and the encouragement of the learned natives of India and for the introduction and promotion of knowledge of the


15 The British Parliament, with a view to regulate the activities of the company passed a series of Acts. The charter Act of 1813 was one of such Acts.
sciences among the inhabitants of the British territories in India.  

Further, Lord Macaulay's\textsuperscript{17} famous Minutes of Education of 1835 laid the foundation of a modern system of education in India with English as the medium of instruction. This was mainly responsible for the transmission of western culture and civilization to India.

The Educational policy under the East India Company is found to be defective. Hence the need for a comprehensive educational policy was felt and the result was the "1854 Wood's Educational Despatch".\textsuperscript{18}

The following are the main recommendations of the Wood's Despatch:

1. Creation of a Department of Public Instruction in each of the five provinces.
2. Establishment of universities to spread liberal education.
3. Establishment of a net-work of graded schools such as universities, affiliated colleges, high schools, and finally indigenous primary schools.
4. Establishment of training schools for the purpose of training suitable teachers.


\textsuperscript{17} Member of the Law Commission appointed by the East India Company.

\textsuperscript{18} Charles Wood, the President of the Board of Control of the Company, issued a lengthy, uniform scheme of education to streamline the Educational System in India.
5. Providing suitable school-books in Indian languages.
7. Establishment of vocational colleges and schools of industry.
8. Providing grant-in-aid to private educational institutions. and
9. Imparting a good secular education.

Some were of the opinion that the Despatch could rightly be considered the Magna Carta of Indian Education. Some went a little further and said that the foundations of the present education system were, in fact, laid by the Wood's Despatch of 1854.

2.1.3.5 Education under British Crown

Subsequent to the first War of Independence, 1857, and with the enactment of the Act of 1858, the Company's rule in India came to an end and the administration was taken over by the British Crown. Despite this historic political change, far-reaching changes did not occur in the field of education. However, it does not mean that the British Government had not shown enough interest towards streamlining the educational system in India. In fact, Lord Rippon, the then Viceroy of India in the year 1882 appointed the Indian Education Commission headed by Sir William Hunter, a member of the legislative council. The commission recommended, among other things, the

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extension of primary education to all, decentralisation of educational administration, encouragement of the private educational institutions and continuation of secular education in governmental institutions.

Twenty years after the recommendations of the Indian Education Commission, Lord Curzon, Viceroy of India, felt that India required another authoritative enunciation of educational policy. As a follow-up action, in the year 1904, a resolution on Indian educational policy was issued. In order to plug the loopholes in the system and make it more effective the resolution laid emphasis on teaching vernaculars instead of English at the primary school-level. It attached importance to the quality of education and provided for the recognition of private institutions by the department of education and the university. In a nutshell, the watchword of the resolution was "control and improvement" instead of the hitherto followed policy of "expansion and laissez-faire".21

With a view to improving the system further and creating a network of schools and colleges, the Government of India22 outlined a new policy of education through another resolution in the year 1913. This new resolution advocated the strict control of the Department of Education over educational institutions in the interest of sound education. Further, it laid greater stress on raising the standard of instruction at all levels and paved the way for making the curriculum more practical and relevant. The resolution also aimed at providing opportunities for research in higher education. Above all, the resolution's

22 Government of India, under the control of British Crown.
emphasis on the formation of the character of students was its most valuable contribution.

The Government of India appointed another commission in the year 1917 under the Chairmanship of Dr. M.E. Sadler, the Vice-Chancellor of Leeds University, to look into the problems pertaining to the Calcutta University. The Commission, after conducting a thorough investigation, suggested the delinking of secondary education from the purview of university by establishing an independent board of secondary education and creation of Intermediate Colleges. It favoured three Year degree courses in Arts, Sciences and Commerce after the intermediate stage. It also recommended the appointment of a full-time Vice-Chancellor assisted by Academic Councils as well as the creation of residential universities and encouragement of vocational education.

Subsequently some other Commissions were also set up to suggest the ways and means of improving the system. The Central Education Advisory Council, 1944, headed by Sir John Sargent, suggested free primary education and sought to streamline the content of the syllabi to help the students in securing suitable professions for earning a livelihood. Another noteworthy suggestion was to provide adequate salaries to teachers for attracting talented persons to the teaching profession and set up a University Grants Committee to supervise the allocation of grants to Universities from public funds'. This was the last report of the British Government on the Indian education policy. Though India became independent in 1947, Sargent's recommendations have been incorporated in the subsequent reports of various commissions appointed by the Indian Government after independence.
2.1.3.6 Post Independent Period

A new era in the history of education in India was ushered in with the attainment of Independence in 1947. Education as an instrument for the allround development of the nation has been acknowledged by all national leaders and educationists. For instance, Jawaharlal Nehru, the first Prime Minister of India, observed in his inaugural address to the All India Educational Conference convened in 1948:

Whenever conferences were called to form a plan for education in India, the tendency, as a rule, was to maintain the existing system with slight modifications. This must not happen now. Great changes have taken place in the country and the educational system must also be changed in keeping with them. The entire basis of education must be revolutionised.23

Thus, the education was accepted as the nation's responsibility and a national system of education was considered a pre-requisite for keeping India progressively united.

Further the framers of the Indian constitution have adopted a democratic Government for the country. This fact underlines the importance of education. The success of democracy depends upon the matured leadership and the enlightened masses. To make the Indian democracy a success and to bring about a radical transformation of the society the constitution of India laid much emphasis on education.

2.1.4 EDUCATION AND CONSTITUTIONAL PROVISIONS

The Indian constitution provides a broad framework for education in the country. Till 1976, education was exclusively a State subject, but higher education, along with scientific and technical education, was retained by the Centre to ensure proper harmony and progress of various institutions. The importance attached to education in the constitution is evidenced in the following articles:

It is envisaged under Article 45 that "the State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years".24

The rights of minorities to establish and administer educational institutions are duly protected by Article 30(1) and the granting of aid to educational institutions without discrimination by Article 30(1) and (2). This is in tune with the secular nature of the Indian Constitution.

Further, Article 29(2) provides for admission of everybody irrespective of caste or creed, into any educational institution maintained by the State or by others receiving aid out of the State funds.25

24 Constitution of India, Part IV, Ministry of Law, Justice and Company Affairs, Govt. of India, 1975, P.17.
25 Ibid., p.11
The Constitution also lays stress on the overall development of the underprivileged. Article 46 envisages that "the State shall promote with special care the educational and economic interests of the people of weaker sections, in particular, the Scheduled Castes and the Scheduled Tribes". 26

The high ideals enshrined in the Constitution have not been translated into reality. The national educational policies have not been implemented satisfactorily by the State Governments. In order to set right this anomaly and give adequate legal authority to the Central Government in matters relating to education, the subject of education has been transferred from the State List to the Concurrent List in 1976 through the 42nd amendment enshrining the joint responsibility of both Central and State Governments. This made it possible for the Central Government to bring about changes in the field of education in accordance with the growing needs of the nation and the fast changing circumstances.

After 1976 both Central and State Governments became equal partners in educational administration. This is evident in the observations of P.D. Shukla:

The Constitutional amendment of 1976, which includes education in the concurrent list, was a far-reaching step whose implications require a new sharing of responsibility between the Union Government and the States in respect of this vital area of national life. While the role and responsibility of the States in regard to education will remain essentially unchanged, the Union Government would accept a larger responsibility .... Concurrency signifies

26Tbid., p.17.
a partnership which is at once meaningful and challenging.\textsuperscript{27}

2.1.5 DIFFERENT COMMISSIONS ON EDUCATION

The Government of India thought that the system of education should be thoroughly examined and modulated suitably to the needs of the country. To meet this need different commissions on education were appointed. The recommendations made by these commissions were adopted for bringing changes in the educational system. A brief note on the important commissions follows.

2.1.5.1 University Education Commission (1948-49)

The first significant action taken by the Government of India after independence in the field of education was the appointment of the University Education Commission under the Chairmanship of Dr. S. Radha Krishnan, a distinguished scholar. This was done with a view to reconstructing the University education for a cultural resurgence of the nation and meeting the requirements of scientific, technical and other manpower needed for the socio-economic development of the country. The report of this Commission is a document of great significance and has guided the development of university education in the post-independent period.

The Commission has recommended the classification of teachers into Professors, Readers, Lecturers and Instructors and suggested that merit be given prominence in promotions. The Commission also felt the need for raising the

standards of university education with due emphasis on providing a conducive atmosphere for carrying on research, promotion of students’ welfare, women’s education, setting up of University Grants Commission for allocation of grants, education about important religions of different countries, the establishment of a rural university, the adoption of the three language formula i.e., English, Hindi and the regional language, and the removal of the Intermediate course from the purview of the University were some of the important recommendations of the Commission.  

2.1.5.2 The Secondary Education Commission (1952-53)

Government of India appointed the Secondary Education Commission under the Chairmanship of Dr. A.L. Mudaliar, Vice-Chancellor of Madras University, in order to enquire into and report on the position of secondary education in India and to suggest measures for its reorganisation and improvement. The Commission’s report is the most significant document in the history of the development of secondary education in India.

The Commission recommended far-reaching changes in the field of secondary education. Some of the most important changes are the abolition of two year intermediate course by including one year of the intermediate course in the secondary education by opening Higher Secondary schools or by creating a one-year pre-university course under the control of University and adding

another year to the already existing 2-year degree course, making it a 3-year course.

Setting up of technical and multipurpose schools, opening separate schools for girls, whenever necessary, was also stressed. The adoption of the mother tongue or regional language as the medium of instruction was emphasised. Health and physical education, training of teachers, building up of character through education and setting up of a high power text book committee were some other matters stressed by the Commission. ²⁹

2.1.5.3 The Education Commission (1964-66)

Subsequent to the two earlier commissions, another commission, set up by the Government of India in the year 1964, under the Chairmanship of Prof. D.S. Kothari, Chairman, University Grants Commission, was a major landmark in the development of education in India. This Commission, popularly known as the Kothari Commission, was entrusted with the responsibility of advising the Government on the National pattern of education and on the general principles and policies for the development of education at all stages and in all aspects ³⁰.

The Commission in its report strongly advocated that the purpose of education should be to increase productivity, achieve social and national


³⁰ Ibid., p.138.
integration, accelerate the process of modernisation and cultivate social, moral
and spiritual values.

The following are the main recommendations of the Commission:

1. Provision for free and compulsory education at primary stage;

2. The liquidation of mass-illiteracy through adult education programme;

3. Equalisation of educational opportunities by removing regional imbalances;

4. Emphasis on the study of Science and Mathematics at school level;

5. Adoption of uniform educational pattern of 10+2+3 (i.e. 10 years school education, 2 years of higher secondary education and 3 years of under-graduate courses);

6. Education of the handicapped and work experience and social service as integral parts of education;

7. Vocationalising of higher secondary education;

8. Improvements in evaluation methods, search and development of talent;

9. Need for guidance and counselling;

10. Stress on science education and research;

11. Establishment of centres of advanced study in major Universities to do high quality post-graduate work and research;

12. Granting of autonomous status to outstanding colleges;
13. Starting of part-time education, correspondence courses and evening colleges;
14. Establishment of Agricultural Universities in all States;
15. Attractive pay scales to the teaching staff;
16. Stepping up of quality and standards in education; and
17. Introduction of Indian Education Service and strengthening of educational administration.\(^{31}\)

The Government of India issued a National Policy on education in the year 1968 based on the recommendations of the Kothari Commission to promote national progress, effective citizenship and culture and to achieve national integration. This policy stressed the need for a radical reconstruction of the educational system with the aim of improving quality. After the adoption of this policy, the nation experienced a tremendous expansion of educational facilities at all levels and all over the country.

2.1.5.4 The New Education Policy of 1986

When Shri Rajiv Gandhi became the Prime Minister in 1984, the country’s political and social life was passing through a difficult phase. There was a danger of erosion of long-cherished values in all spheres of life. The goals of secularism, socialism, democracy and professional ethics were under increasing strain.\(^{32}\) Besides there was a rural-urban divide and the rural areas had remained largely

\(^{31}\) Ibid., pp.141-143.

neglected since independence. The fruits of education did not reach the common man.

Further, there was the problem of population explosion. It was estimated that the country's population, by the end of the 20th century, would reach 100-crore-mark. This problem, it was felt, could successfully be tackled only by spreading literacy, among all, particularly, women. Considering these formidable challenges and also the Prime Minister's commitment to take the country into the 21st century, the Government of India had announced in 1986, a National Policy on education popularly known as the 'New Education Policy'. The following are some of its important features:

1. Emphasis on child-care and pre-primary education;

2. Education for achieving equality by giving special attention to the down-trodden and weaker sections of society;

3. Universalisation of elementary education and improvement in the quality of education by providing essential facilities in schools;

4. Launching of non-formal education, provision for open and distance learning for all;

5. Establishment of Navodaya Vidyalayas or Model schools for talented rural children to get quality education;

6. Conferring autonomous status to colleges and university departments to consolidate centres of excellence in higher education;

7. Giving a thrust to the adult-literacy programmes;
8. Common school system, common curriculum with uniform language policy with secular character of education for the whole country;

9. Introduction of vocational education from earlier than 10+stage (i.e. after VIII class)

10. Encouragement of research in Science, Technology, Indology, humanities and social sciences;

11. Delinking of degrees from certain kinds of jobs;

12. Establishment of the Indian Education Service as an All-India Service;

13. Various measures for providing quality to Technical Education, Yoga education and Women's education; and

14. Recruitment of teachers based on merit and aptitude and inservice training.

2.1.5.5 Review Committees on New Education Policy

While this New Education Policy was under the process of implementation, there was a change of Government at the Centre. In 1989 general elections the Rajiv Gandhi Government was voted out of power and a new National Front Government headed by Mr. V.P. Singh came into power. The new Government which was not satisfied with some features of this policy had appointed a 17-Member Committee headed by Prof. Ramamurthy in 1990, to review the national policy on education brought in by the previous Government. However, by the time the committee submitted its report the National Front Government had collapsed and the short-lived Chandrasekhar Government was
too busy, fighting for its own survival, to attend to education. Thus the committee's report was kept in cold storage.

Subsequently the Congress Government which came into power in 1991 appointed another 16-member committee under the Chairmanship of N.Janardhana Reddy, the then Chief Minister of Andhra Pradesh, to review the National Policy of Education in general and the recommendations of the Ramamurthi Review Committee, in particular. Though this Committee made a few suggestions, they were of minor nature and did not favour any major changes as the whole exercise was apparently intended to shelve the report of the committee appointed by the National Front Government and reaffirm faith in the New Educational Policy framed by the previous Congress Government.\(^{33}\)

2.2 MEANING AND PURPOSE OF EDUCATIONAL ADMINISTRATION

Administration is a machinery concerned with the activities of groups of people politically, socially or educationally. Since education is one of the largest human enterprises undertaken by all modern governments, it needs some sort of machinery to administer the objectives and programmes of education. Therefore, one may call this machinery and its procedures 'Educational Administration'. Educational Administration may be defined as "the arrangement of human and material resources and programmes available for education and using them systematically for the achievement of educational objectives."\(^{34}\)


Educational Administration includes most of the general administrative functions such as appraisal of the organisational purposes and co-ordination of all the forces - staffing, training, public relations, community service, raising funds for institutions, maintenance of accounts and scores of other things to achieve the objectives. According to Graham Balfour, "the purpose of educational administration is to enable the right pupils to receive the right education from the right teachers, at a cost within the means of the State, which will enable pupils to profit by their learning."  

2.2.1 Educational Administration in India

Just as the sphere and scope of public administration have extended to a large extent, the educational administration has also grown enormously with the State's acceptance of responsibility for the public education, on the one hand, and with the consequent proliferation of educational institutions in an unprecedented proportion, on the other. With the development of educational theory and professional literature, there is a need for re-orientation of the educational administration with its own precise techniques and procedures which are technical and scientific in nature. The present educational administration in India had its origin during the British rule and undergone

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many changes over the years. It is necessary to observe and understand the process of development of a systematic and organised administration.

2.2.2 Educational Administration During British Rule

The educational system of the country is the result of Lord Macaulay's Minutes and Wood's Despatch. These two famous documents were inspired by the utilitarian philosophy, the sense of superiority of the West, and the administrative requirements of the British India. During the pre-British days the educational institutions were run by private individuals or organisations. Teachers were independent and adopted the profession out of love for teaching and not for monetary gains. The educational institutions, thus, generally enjoyed a high degree of autonomy, and were free from any sort of interference from the State. However, this situation got changed with the advent of the British rule in India.

After the Wood's Despatch (1854) the Government of India became the policy-making authority or the chief custodian of the entire gamut of education in the British India. The codes of instruction and executive directions were issued to the provincial Governments by the Government of India through circulars and memoranda for their guidance and implementation. A Board of Education, to deal with educational matters, was established in the Home Department of the Government of India. The Department of Public Instruction with a Director as its head was created in five British Provinces in 1857 to start

and maintain educational institutions and submit annual reports to the Government on the progress of education.\textsuperscript{38}

By the year 1870, the Government of India, while retaining important supervisory powers, transferred the general powers of education to the provincial Governments. With the introduction of Local Self Government (1880) in India, School Boards were constituted to supervise the administration of schools.

Another landmark in the Indian educational administrative system was the creation of the Indian Education Service in 1896. This was set up with the primary objective of bringing the educational policies and programmes formulated by the centre to the British provinces. All the important posts in provincial education departments were held by the All-India Education Service personnel, who were recruited in England. Further, the office of the Director-General of Education - the first nucleus of the present Ministry - was set up in 1901 with a view to strengthening the machinery for education in the Government of India. The Director-General of Education was primarily responsible for advising the Government of India on all educational matters. With the growth of the educational activities of the Government of India, a separate Department of Education was established in 1910 and a member incharge of education portfolio was added to the Executive Council of the Governor-General.\textsuperscript{39} The post of the Director-General of Education was abolished in 1910 and the post of the Secretary for education was created.

\textsuperscript{38} Gupta, L.D., \textit{op.cit.} p.11.

\textsuperscript{39} Governor-General is the chief executive head in India appointed by the British Government.
However, in 1915, the post of the Director-General was revived under the designation of 'Educational Commissioner'. These changes indicated the Government’s strong desire to bring the existing educational institutions in the provinces under its control and supervision.

Since 1921 'Education' had been made a provincial subject under the direct control of elected Ministers responsible to the legislature. The Provincial Directors looking after the education in their respective provinces were mainly the agents of the Government of India. Provincialisation of education encouraged primary, secondary and vocational education. But in the process, the higher education suffered a serious blow.

The Government of India Act of 1935 which provided for full provincial autonomy resulted in further expansion of education. But the provincialisation of education deprived the provinces of Central assistance and guidance. It also isolated them from one another. Consequently uniform educational policies throughout the country could neither be formulated nor implemented. In order to rectify this lacuna the Central Advisory Board of Education was established to co-ordinate the activities of the provinces and frame a common policy for the development of a National system of education.

2.2.3 The Educational Administration in the Post-independence Era

Policy-makers and eminent educationists maintained that the educational administration in the British India was bureaucratic and hence incompatible

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41 Gupta, L.D., op.cit, p.15.
with the democratic era of India after 1947. They were of the opinion that during the British rule, the emphasis was on direction, control, discipline, penal acts, strict personnel administration and production. The system of educational administration was coloured with bureaucratism and saturated with the cult of authority and domination.

Therefore, they felt the need to bring about radical reforms in the educational administration with a view to making it subserve national interest. They have also realised the importance of remodelling the educational administration according to the needs and purposes of the independent nation.

Commenting upon the need for a drastic change in the mode of educational administration in the post independent India, the Kothari Commission in its report said:

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.42

The Kothari Commission also expressed its opinion against the continuation of the bureaucratic pattern of educational administration in India even after independence. Hence with a view to dismantling this obsolete system both the Centre and the States have taken several measures to restructure the educational administration so as to make it effective and purposeful.

Educational effort in India is organised, administered and supervised by four types of agencies, viz., (1) The Central Government, (2) The State Government, (3) The Local Bodies and (4) Private enterprises.

2.2.3.1 The Central Government

After independence in 1947, the Department of Education was raised to the status of a full-fledged Ministry of Education under the charge of a Cabinet Minister. Subsequently, the Ministry was designated differently at different stages according to the volume of work entrusted to it and now it is called the Ministry of Human Resource Development. The different stages of the post-independence development of the educational administration are shown in page 46.

The administration of education at the national level is now carried out through the Department of Education and its agencies which operate as part of the Ministry of Human Resource Development. This Ministry is responsible for all matters connected with education, including overall planning of programmes and providing guidance for their implementation.
Ministry of Education - 1947

Ministry of Education and Scientific Research-1957
(with Department of Education, Scientific Research and Technical Education, Cultural activities and Physical Education)

Ministry of Education (1958) (dealing with the erstwhile departments of education including physical education)

Ministry of Scientific Research and Cultural Affairs (1958)

Ministry of Education - 1961
(with Depts. of Education and Science)

Organised into five Bureaus, 1964
(some items like Child Welfare, Education of the Handicapped and Social Welfare were transferred to a new Dept. of Social Security)

Ministry of Education and Youth Service, 1969

Ministry of Education and Social Welfare, 1972
(With two separate departments of Education and Social Welfare)

Ministry of Education and Culture, 1978
(Department of Social Welfare was separated from this Ministry)

Ministry of Human Resource Development, 1985
(with the following departments: Education, Youth Affairs, Sports, Arts, Culture & Women and Child Development)\(^{43}\)

\(^{43}\) Source: Gupta, L.D., *op.cit.* p.16.
The Ministry of Human Resource Development is headed by a Cabinet Minister of the Union Government. Under this Ministry a Minister of State is incharge of education. He is advised at the official level by a Secretary. This Secretary is assisted by Special Secretaries and Educational Advisers on academic policy-matters. The Department is organised into bureaus, divisions, sections and units headed by a Joint Secretary/Joint Educational Adviser assisted by Divisional Heads. This Department is directly responsible for the administration and financing of certain national and regional institutions, created by the Central Government through an Act of Parliament. This department is also responsible for providing direction and guidance to the authorities dealing with education in the various States and Union Territories. Administration with regard to the formulation and implementation of education plans and programmes, monitoring the progress of these programmes-co-ordination of facilities and determination of standards in respect of higher education, co-ordination in regard to elementary and secondary education, sharing responsibility with the State Governments for the promotion of universal and compulsory primary education of all children of the age-group 6 to 14 throughout the country-is also the responsibility of the Department of Education at the Centre.44

In order to assist and advise the Government in the formulation and implementation of policies and co-ordination of programmes in the field of education, the Government has set up a number of specialised institutions and organisations at the national level. Some of them are mentioned hereunder:

<table>
<thead>
<tr>
<th>S. No.</th>
<th>Name of the Organisation</th>
<th>Functions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Central Advisory Board of Education (CABE)</td>
<td>To advise the Central and State Governments on Educational Developmental Programmes</td>
</tr>
<tr>
<td>2.</td>
<td>National Council of Educational Research and Training (NCERT)</td>
<td>To undertake aid, promote and co-ordinate research in all branches of school education and also to prepare and publish text books at school level.</td>
</tr>
<tr>
<td>3.</td>
<td>University Grants Commission (UGC)</td>
<td>To promote and co-ordinate university education, maintenance of standards of teaching, examination and research and to allocate and disburse grants to universities and colleges</td>
</tr>
<tr>
<td>4.</td>
<td>National Council for Teacher Education (NCTE)</td>
<td>To advise Government of India on all matters concerning teacher education, including pre-service and inservice teacher training and evaluation of curricula for teacher education.</td>
</tr>
<tr>
<td>5.</td>
<td>National Institute of Educational Planning and Administration (NIEPA)</td>
<td>To provide training and re-orientation to senior educational administrators from the Centre and State Govts.</td>
</tr>
<tr>
<td>6.</td>
<td>Central Board of Secondary Education (CBSE)</td>
<td>To frame syllabi and conduct examinations at secondary and higher secondary stages of education throughout India</td>
</tr>
<tr>
<td>7.</td>
<td>All India Council for Technical Education (AICTE)</td>
<td>To ensure proper planning, co-ordination and integrated development of technical education and also to frame regulations and maintenance of norms in matters connected therewith.</td>
</tr>
<tr>
<td>8.</td>
<td>Kendriya Vidyalaya Sanghatan</td>
<td>To provide uniform educational facilities by maintaining schools throughout India for the children of transferable Central Govt. employees.</td>
</tr>
<tr>
<td>9.</td>
<td>Navodaya Vidyalaya Samithi</td>
<td>To establish, maintain, control and manage schools, to provide good quality of modern education to talented rural children.</td>
</tr>
</tbody>
</table>
In addition to the above, there are number of other organisations under the Ministry of Education. Some of them are:

1. Indian Council of Social Science Research.
2. Indian Council of Historical Research.
3. Central Institute of English and Foreign Languages, Hyderabad.
4. Indian Institute of Technology at Bombay, Madras, Delhi, Kanpur and Kharagpur.
5. Technical Teachers' Training Institute at Bhopal, Calcutta, Chandigarh and Madras.

Educational responsibilities of the Government of India are not only limited to the Ministry of Education but other Ministries and Departments of the Central Government are also conducting some types of educational and training programmes.

2.2.3.2 The State Government

While the Central Government formulated general policies and gave broad guidelines and grant-in-aid, it has been the responsibility of the State Governments to implement and carry out these policies and guidelines and provide education to all in their respective states. Thus the Central Government acts only in an advisory capacity. But from the practical point of view, the Centre has been evincing an increasing interest in all the fields of education.

Though education has been in the 'Concurrent List' of the constitution since 1976, it remains primarily a State activity.\textsuperscript{45} School education is under

\textsuperscript{45} Aggarwal, J.C., op.cit Page.35
the direct control of the States. The State Governments prepare their education plans within the plan - frame prepared at the central level and exercise control over all educational institutions irrespective of the type of management through the power of recognition and financial aid.46 States also control the activities of the Universities established and maintained by them.

2.2.3.3 Education - Local Bodies

In most countries of the world, the local bodies, which stand at the lowest rung of the ladder of governmental organisation, have played and are still playing a very important role in the provision of educational facilities, particularly at the primary level. In India the local bodies were assigned a role in education quite early. The Resolution of Lord Rippon on Local Self-Government (1882) increased the powers of the local bodies over education and entrusted the primary education to them. Further, the Act of 1919 made education and Local Self-Government "transferred subjects" and placed them under the control of Indian Ministers at the provincial level.

After independence, local bodies were vested with greater powers and responsibilities in the administration of primary education. Municipalities in urban areas and Panchayats in rural areas have become responsible for administering primary and secondary educational institutions. Local bodies have to follow the syllabus prescribed by the State Government which finances them to meet the educational requirements.

Academic supervision and inspection of the institutions under the local bodies are done by Government Officers of the Education Department like District Educational Officers, Duputy Educational Officers and Deputy Inspectors of Schools.

2.2.3.4 Private Agencies in Education

Private agencies have played a very important role in promoting the cause of education in India. In ancient and medieval times, educational institutions were wholly private. Christian missionaries worked very diligently to spread education in India. Till 1854 private enterprise in education was mainly confined to missionaries. The British rule in India encouraged the western type of education and eventually promoted the private initiative in expanding educational facilities. The Wood’s Despatch (1854) and Indian Education Commision (1882) encouraged private agencies in education with the financial aid of the Government.

After independence the Government policy of grant-in-aid further encouraged the role of private agencies in the promotion of education. The Government and private agencies have been working together in close cooperation to promote education. On a par with the Government, private agencies are also playing a dominant role in all fields of education and at all stages from the primary to the university level all over the country. The recognition, inspection and prescription of the curricula and syllabi, conduct of examinations, sanction of grants etc., in respect of private educational institutions are taken care of by education departments, boards and universities set up by State Governments.
2.3 EDUCATIONAL ADMINISTRATION IN A.P.

For all practical purposes the State Government bears the full responsibility of the educational administration in the State. The school education is predominantly a Local-State partnership, while the higher education operates as an area of Centre-State partnership.\textsuperscript{47}

The State of Andhra Pradesh is one of the largest States in the Union of India with an area of 276,814 sq. km. having a population of 6.65 crores according to the 1991 census. In 1953 the Andhra State was carved out of the old composite Madras State with Circar and Rayalaseema regions. The Andhra State subsequently became Andhra Pradesh in the year 1956 with the merger of the Telugu speaking districts of the erstwhile Hyderabad State known as the Telangana region.\textsuperscript{48} Now the State of Andhra Pradesh consists of 23 districts of Circar, Rayalaseema and Telangana regions.

Before 1956 different administrative structures prevailed in these two regions of Andhra and Telangana. The educational rules of composite Madras State in the Andhra area and the rules of erstwhile Hyderabad State in respect of Telangana area were followed upto 1966.\textsuperscript{49}

\textsuperscript{47} Aggarwal, J.C., and Aggarwal, S., \textit{Op.cit.}, p.16

\textsuperscript{48} Basava Raju, D., \textit{Administration of Education in India}, Baroda, Acharya Book Depot, 1962, p.298.

The new State of Andhra Pradesh faced a very intricate and difficult task of integrating the two divergent administrative patterns and practices and evolving a pattern which would bring uniformity in educational administration. The administrative structure of the State education system after 1956 is the synthesis of the different patterns that prevailed in the erstwhile Nizam’s Dominion and the Andhra region before 1956. The comprehensive education rules for all stages of education in the State was framed in 1966 called ‘Integrated A.P. Education Rules, 1966’. This came into effect from the academic year 1966-67. These rules deal with different aspects of educational administration. Further, the Government of A.P. enacted a series of Acts from time to time for ensuring the sound functioning of educational institutions. They are:

1. University Acts for the establishment and functioning of the universities.

2. The A.P. Panchayati Samithis and Zilla Parishads Act 1959 to entrust the responsibility and maintenance of primary and secondary educational institutions.

3. Compulsory Primary Education Act 1961 to bring more pupils to schools.

4. The Grant-in-aid Code 1965, framing the rules relating to the grant of aid to the private educational institutions.

6. Private Institutions (control) Act 1975, for terms and conditions of service of teachers and control over the recognised private educational institutions.

7. The A.P. Education Act 1982, to consolidate and amend the laws relating to the educational system and also to reform, organise and develop the same and

8. A.P. College Service Commission Act 1985 for the recruitment of college lecturers in government and private degree and junior colleges.

2.3.1 Administrative Structure of Education in A.P.

The structure of educational administration in the State, as already mentioned, is a synthesis of the different patterns that prevailed before 1956. In this context a brief description of the educational administrative structure in the State after its formation in 1956 is presented with the help of a diagram.

```
               Minister
               |                   |
               v                   v
Principal Secretary/Secretary
                       |
           Joint Secretary          Deputy Secretary          Assistant Secretary

Director of School    Director of Intermediate    Director of Higher Education/Commissioner of Collegiate Education
Education             Education                        Education

Regional Joint Directors for different Directorates of Education

District Educational Officer for School Education
```
After the formation of the State in 1956 the Department of Education was created headed by a Minister. Under this Ministry all branches of education i.e., primary, secondary, higher and technical were put together.50 With the tremendous expansion of all types of educational institutions in the State, separate Ministers are appointed for school education and higher education.

2.3.1.1. Secretariat

To advise and assist the Minister, there is an Educational Secretariat headed by either a Principal Secretary or a Secretary, of the I.A.S. cadre. To assist the Secretary of Education there are a number of Joint Secretaries, Deputy Secretaries and Assistant Secretaries dealing with different areas of education. This Secretariat is responsible for evolving general educational policies and plans, introducing legislative measures and serving as a liaison between the Education Ministry and the various Directorates connected with education. Apart from these responsibilities, it also attends to budgetary proposals pertaining to educational matters and sanctioning of grant-in-aid and ensures co-ordination with other departments at the Secretariat level51.

2.3.1.2. Directorate

The Directorate of Education is a chief executive body headed by a Director who is responsible for the implementation of the policies framed by the Government's Education Department and the administration of all government

50 Sinha, D.P., Education in A.P., Hyderabad, Telugu Academy, 1977, p.50.
and private educational institutions. After 1956 the Directorate of education has been re-organised several times. Till 1964 there was one Directorate of Public Instruction to look after school education and higher education in the State. After several changes between the period 1964 and 1975, finally the Directorate was bifurcated into the Directorate of School Education and the Directorate of Higher Education\textsuperscript{52} which includes Intermediate Education. In order to complete the process of bifurcation, again in the year 1989 a separate Directorate for Intermediate Education was created.\textsuperscript{53} The Directorate of Higher Education has been renamed as Commissionerate of Collegiate Education with a Commissioner of I.A.S. Cadre as the head.

Besides, all types of technical educational institutions in the State were brought under the control of the Director of Technical Education from 1957.\textsuperscript{54} All these Directors are assisted by Joint Directors, Deputy Directors and Assistant Directors at the headquarters.

\textbf{2.3.1.3 \hspace{2em} Regional Joint Directors}

Below the Directorates at the State level, there are Regional Directorates, encompassing a few districts, headed by a Joint Director. Such Regional Directorates for school education, higher education and technical education function as subordinate offices to the Directorates at the State level. As there is

\textsuperscript{52} \textit{Ibid.}, p.18.

\textsuperscript{53} G.O.Rt.No.1537 Education (UE) Department, Govt. of A.P., dt.31-8-1989.

no separate Regional Directorate for Intermediate Education it is also being looked after by the Regional Directorate of Higher Education.

### 2.3.1.4 District Level

For effective administration of education at the district level there is a District Educational Officer whose responsibility is to deal with all matters relating to education (except technical education) upto the secondary level. He is assisted by several officials connected with the Education Department, such as Deputy Educational Officer and Mandal Educational Officer.

The Government of A.P. established various bodies of education which are autonomous in nature for the effective administration of education and related matters like the framing of syllabus, conduct of public examinations, research and teacher-training. Some of them are mentioned hereunder.

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<td>2.</td>
<td>State Council of Educational Research and Training (SCERT)</td>
<td>gives guidance in all matters of general and vocational education, evaluation of teaching staff from time to time and provides facilities for orientation courses for inservice teachers, guides the various Boards of studies in respect of preparation of curricula and text books.</td>
</tr>
<tr>
<td>3.</td>
<td>Telugu Academy</td>
<td>prepares and publishes the necessary reading material, text books, reference books in Telugu for higher studies, coordinates with the govt in the use of Telugu as the language of administration.</td>
</tr>
<tr>
<td>S.No</td>
<td>Name of the Organisation</td>
<td>Function</td>
</tr>
<tr>
<td>------</td>
<td>--------------------------------------------------</td>
<td>------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>4.</td>
<td>Board of Intermediate Education</td>
<td>Framing of curriculum, courses of study and conducting examinations for the two year Intermediate course and recognition of Junior Colleges.</td>
</tr>
<tr>
<td>5.</td>
<td>A.P. Residential School Society</td>
<td>to open and manage residential schools and colleges for talented students in the State providing free board and lodging.</td>
</tr>
<tr>
<td>6.</td>
<td>State Council of Higher Education</td>
<td>Planning and co-ordination of Higher Education at the state level as well as co-ordination of State level programmes with those of U.G.C., AITUC, the Universities of A.P., the State Government and Human Resource Development Ministry, Government of India.</td>
</tr>
<tr>
<td>7.</td>
<td>A.P. College Service Commission</td>
<td>Recruitment of lecturers for Junior and Degree colleges in the State</td>
</tr>
<tr>
<td>8.</td>
<td>Secondary Board of Technical Education and Training</td>
<td>Framing of syllabus and conducting of various technical examinations including common entrance examination for admission into Polytechnics.</td>
</tr>
</tbody>
</table>